



“We take care of each other” - Anne Marie Slater (Lead), Scott Chan, Coleman Webb

Emerging Directions Handout

For more information: vancouver.ca/dtes
dtes@vancouver.ca or phone 3-1-1

DTES Local Area Plan Overview

What is a Local Area Plan?

Local Area Plans are policy documents that provide guidance and direction on a variety of topics, including land use, urban design, housing, transportation, parks and public spaces, cultural infrastructure, social planning, heritage features and community facilities.

What is the purpose of the DTES Local Area Plan?

The LAP process aims to ensure that the future of the DTES improves the lives of those who currently live in the area, particularly the low-income people and those who are most vulnerable, which will benefit the city as a whole.

Throughout the planning process, the social, economic and environmental impact of current and future policies on the low-income community will be considered. Issues such as the pace of change and how to improve the lives of residents will be points of discussion.



What has been the process to date?

Since the spring of 2012, the City has been working with the DTES LAP committee, which represents a broad range of community members, including low-income residents. The City has also connected with residents, businesses and other stakeholders to discuss issues and ideas for the future of the DTES. The feedback received to date has helped shape a set of 'emerging directions'. Your comments will inform a draft Local Area Plan that will be presented for further public consultation this fall.



We are here



How do I share my opinion?

There are many ways for you to provide feedback on these emerging directions:

- Attend an open house and speak with staff
- Complete a comment sheet at the open house
- Visit vancouver.ca/dtes and complete an online version of the comment sheet
- E-mail your feedback to dtesplan@vancouver.ca
- Telephone 311 and request to speak to a member of the DTES planning team

Go to our website
vancouver.ca/dtes

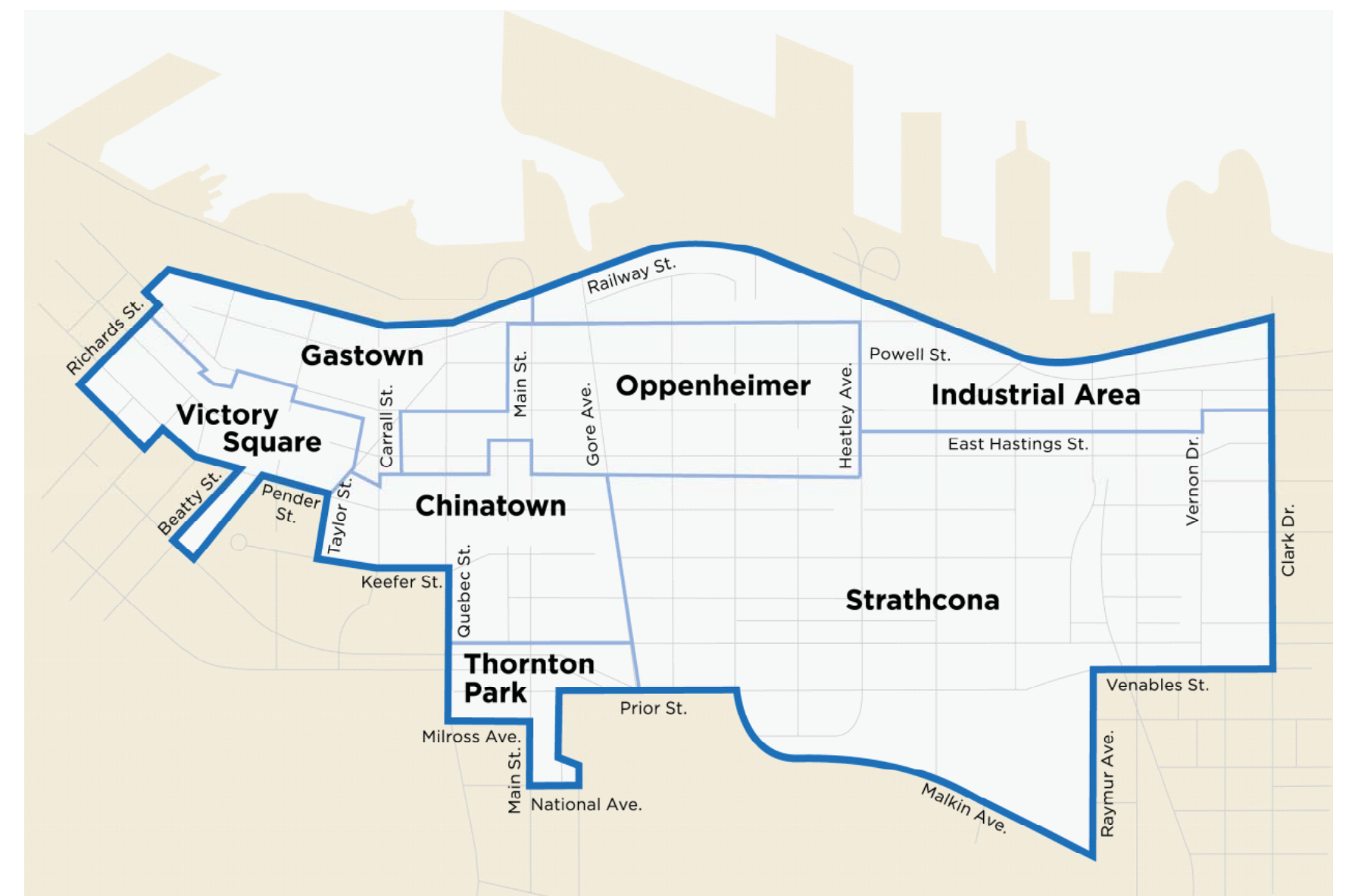
Fill out a
feedback form

Sign-up to the
email listserv
dtesplan@vancouver.ca

About the Community

The DTES contains some of Vancouver's oldest neighbourhoods and is considered the heart of the city. It is located on unceded Coast Salish territory and has been the urban home of many Aboriginal communities for generations. The area is also home to immigrant Chinese, Japanese, Latino, and European communities, and a large artist community.

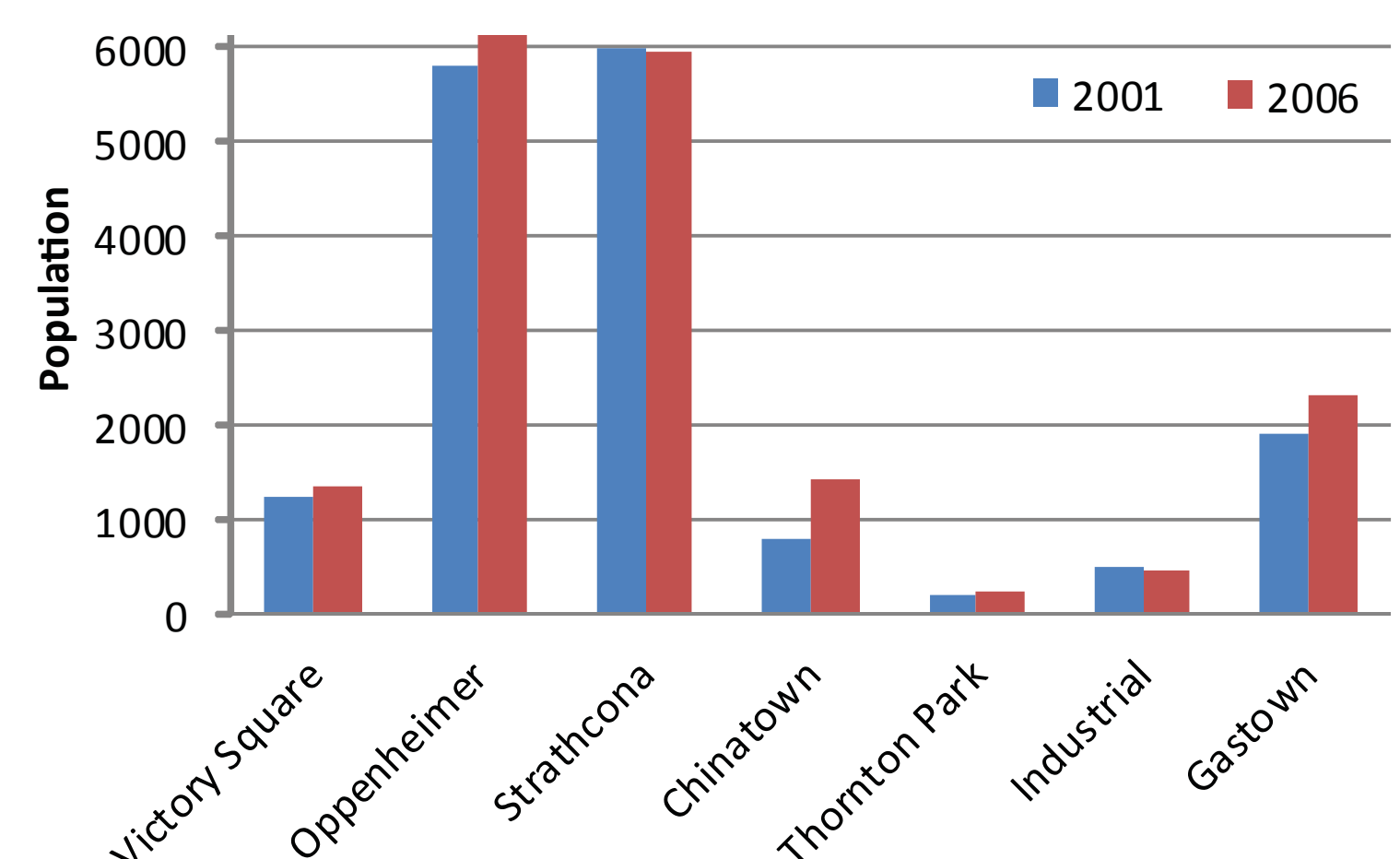
The neighbourhood is diverse, and includes a high-proportion of low-income people due to the non-market and low-cost housing available. Many in the neighbourhood struggle with complex challenges including homelessness and affordable housing, unemployment, physical disabilities, addictions, and mental health issues. As a result, the area has numerous non-profit organizations, service agencies, and community groups that offer critical support to this vulnerable population.



DTES Neighbourhoods and Local Area Plan Boundaries

Population Growth 2001 - 2012

- In 2011, the total DTES population reached 18,500
- Most neighbourhoods in the DTES have more men than women



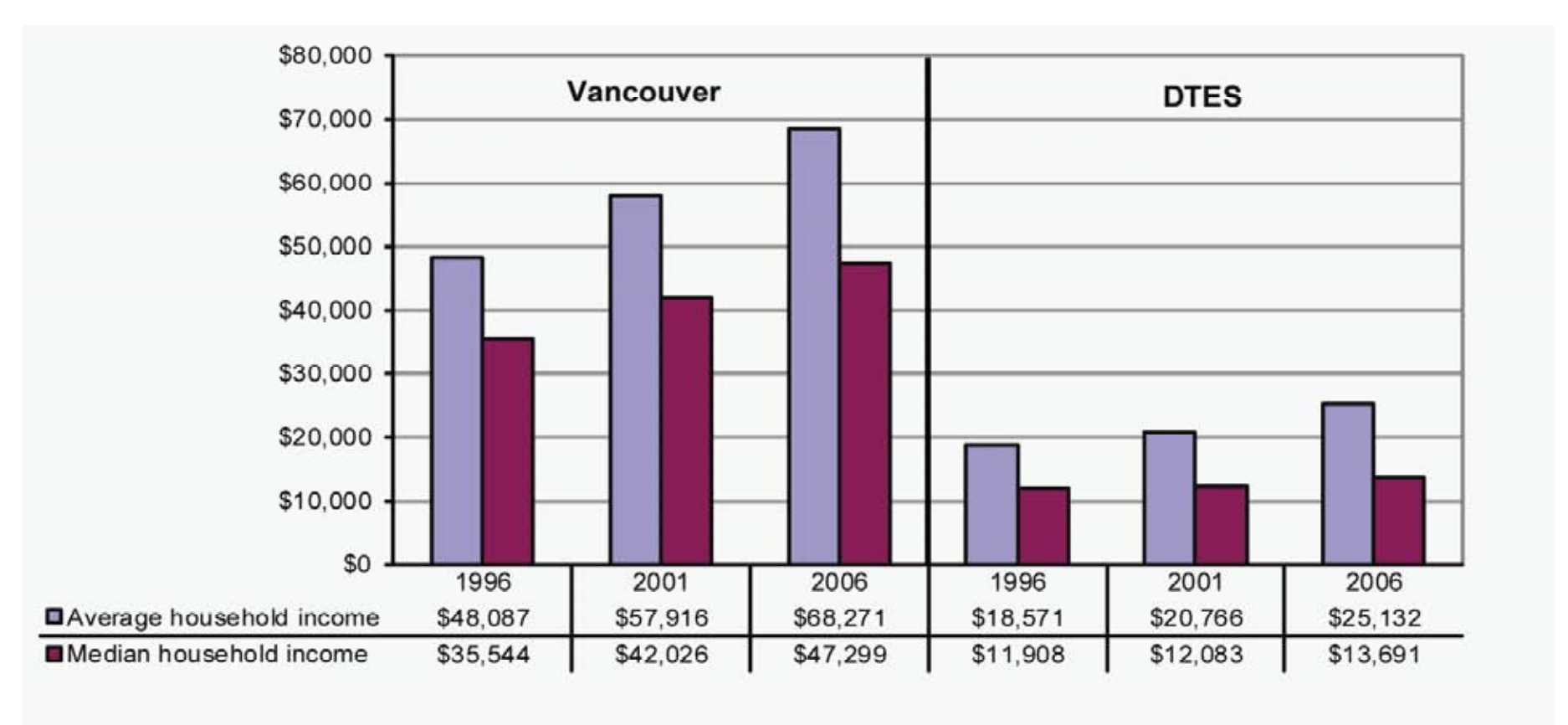
Age Profile

- 52% of DTES residents are age 45 or older
- 22% are seniors (age 65+)
- 10% are children and youth

Age Profile	DTES		Vancouver	
	2001	2006	2001	2006
Under 5 Years	335	435	23,695	24,730
5 - 19 Years	1,295	1,520	77,555	78,685
20 - 44 Years	6,415	6,675	246,045	249,725
45 - 65 Years	4,655	5,660	128,050	148,925
65+ Years	3,675	3,740	70,325	75,990

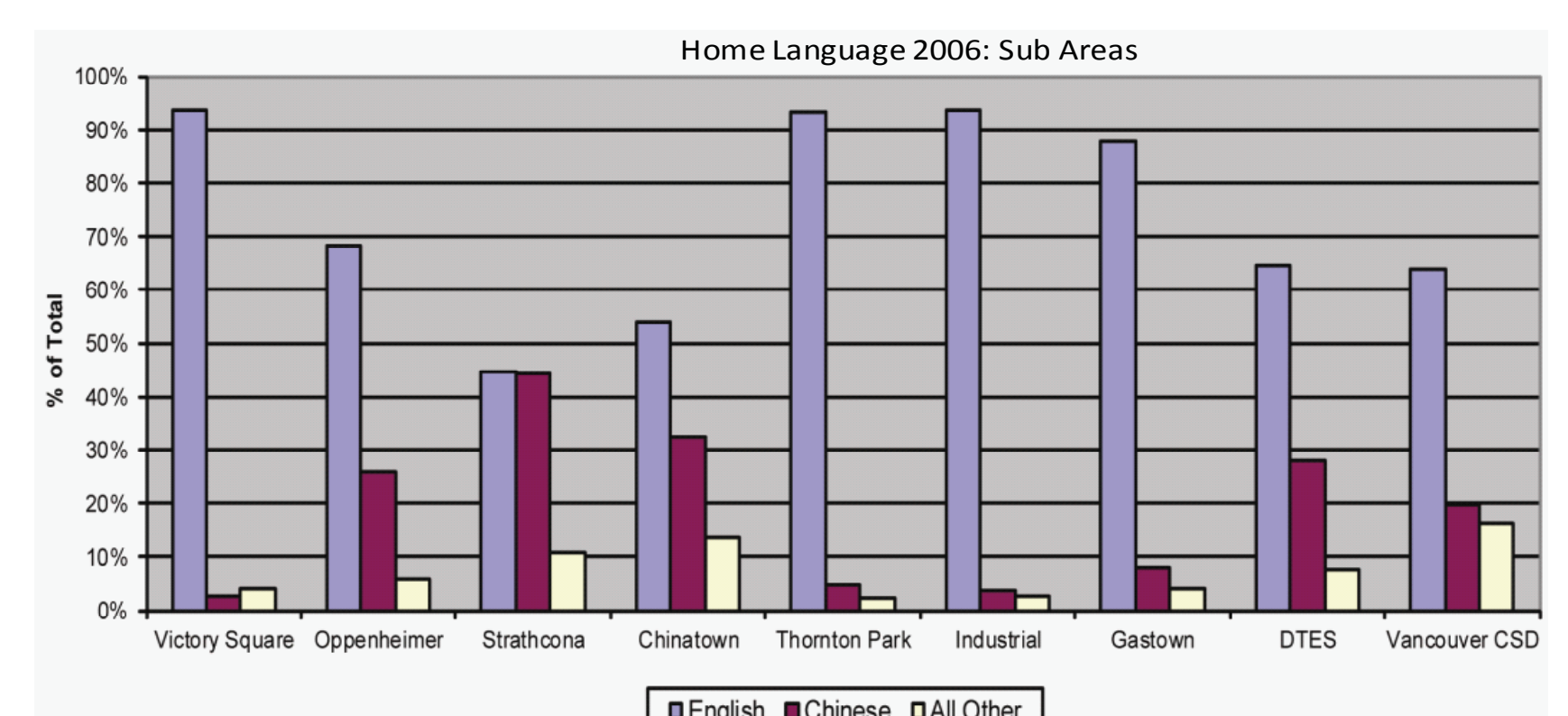
Household Income

- Households in the DTES have the lowest median income (\$13,691 per annum) compared to the rest of the city (\$47,299 per annum)



Language Spoken at Home

- Over half of DTES residents speak English as their primary language
- Chinese (including both Mandarin and Cantonese) is the next most popular language spoken at home.



Employment

- In 1996, 39% of DTES residents considered themselves part of the work force, 73% were employed and 27% were unemployed.
- In 2002, over 20,000 people were employed by 2,300 businesses. Of these, 13% also lived in the DTES with the remainder commuting from other parts of the city.
- The number of people employed in the DTES appears to have remained more or less stable in the last 10 years. Most recent data shows 19,948 employees in the DTES.
- There are many different economic activities in the area, including manufacturing, retail, offices, tourism and hospitality, social services, and accommodation providers.

Engaging the Low-income Community

This summarizes the key issues in the DTES (see below) and represents only a small fraction of hundreds of diverse perspectives and experiences collected from the public, social and housing providers, cultural service providers, and business improvement associations

Key Issues:

Our Well-Being

- Gentrification is compromising residents' sense of inclusion, belonging, safety and connectedness of residents
- Many residents are dependent on welfare and pensions
- Barriers prevent access to health and social services
- Poverty and unemployment levels are high
- Access to affordable and nutritious food is inadequate
- Lack of accessible and affordable childcare; the highest demand is for infant/toddlers (0 – 3 years) and school age children (5 to 12 years)
- The safety and security of vulnerable residents is a concern



Our Homes

- A high number of homeless in the area due to gentrification and loss of social housing programs
- Poor housing conditions and a shortage of social housing with self-contained accommodation create living challenges
- Pace of change, rising rents and land values are displacing low-income tenants
- SRO rents are increasing over time
- The SRO replacement program is too slow and the stock is ageing (and has declining standards of maintenance)
- Increasing land values will create fewer options for acquiring land for social housing on stand-alone sites
- The welfare shelter rate is too low (not enough singles units are affordable at welfare level income)
- Shortage of provincial and federal funding for required housing choices.



Our Places

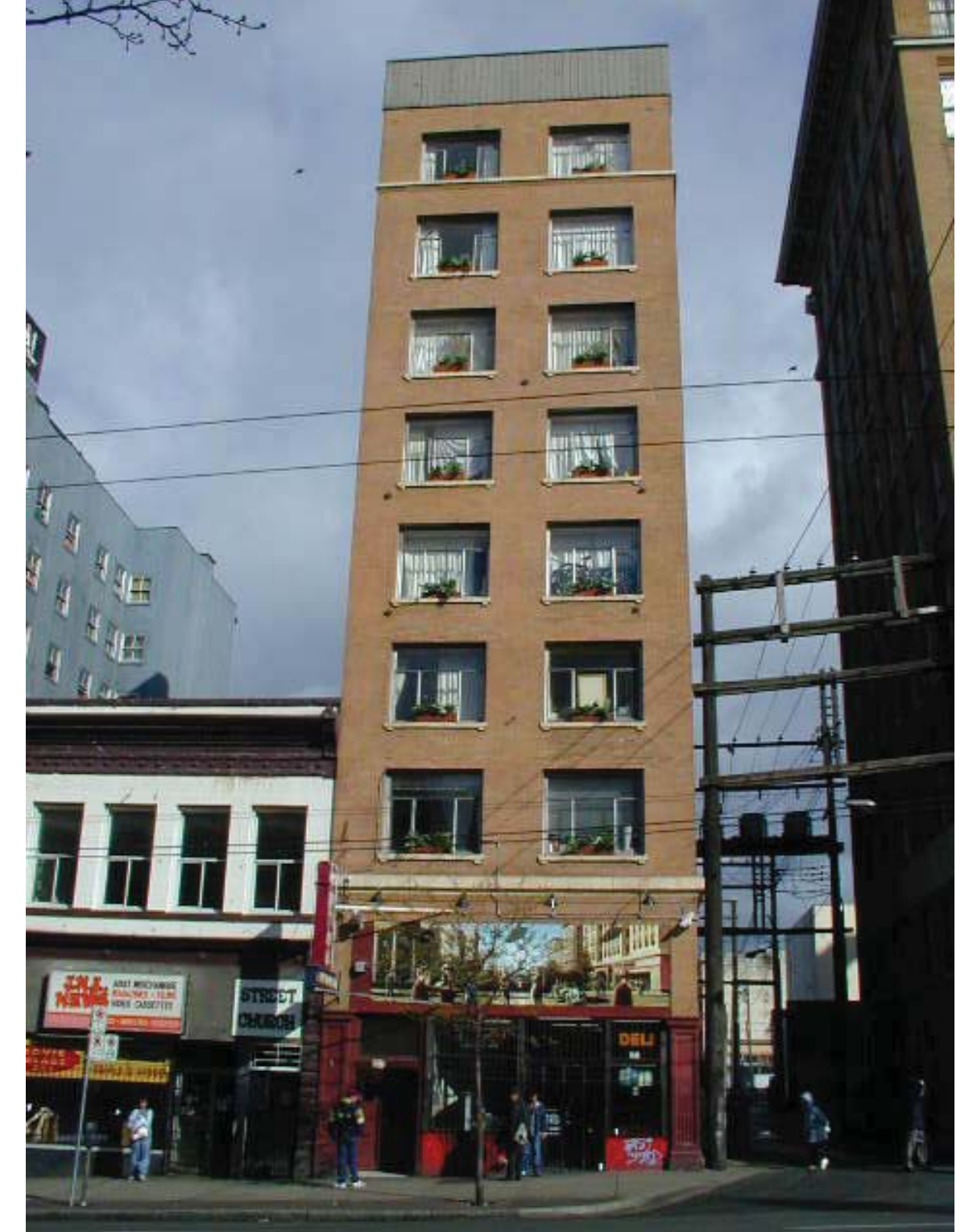
- Inappropriate land use and development are leading to gentrification
- Appropriate land use is needed in the right locations to reduce social impacts
- Market developments are raising land values and displacing local residents and businesses
- Public places require improvements and protection; too few parks and open spaces
- Streets and lanes are not safe due to traffic speeds and crime
- Aging recreation facilities need improvements
- Low-income residents don't always feel at home in their own gathering places
- Lack of stewardship and feelings of neighbourhood care and responsibility



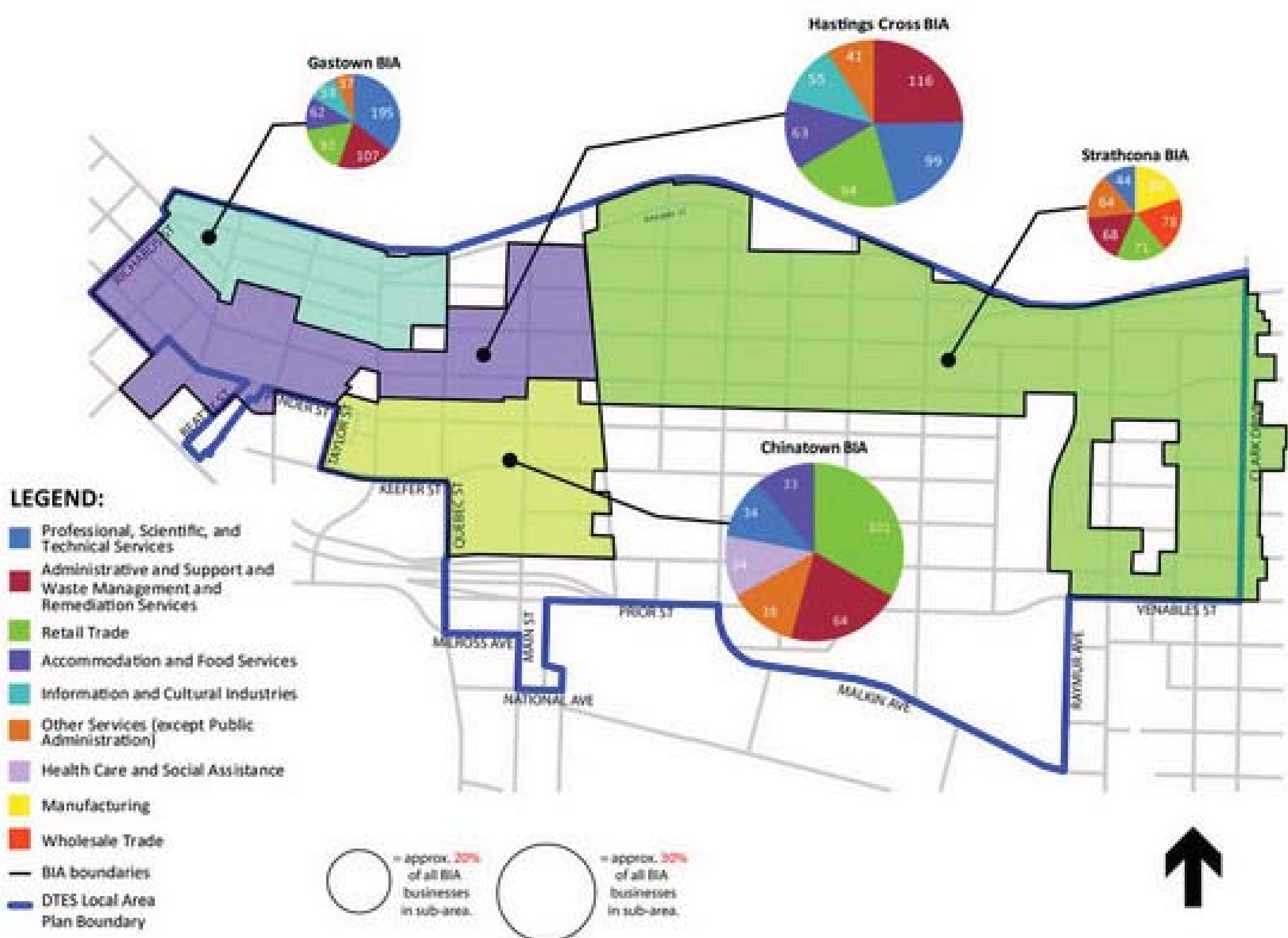
Engaging the Low-income Community

Our Livelihoods

- Poverty, unemployment and underemployment
- Many storefronts are vacant and properties are deteriorating
- Artists and local-serving businesses are being displaced
- Affordable, local-serving stores and restaurants are in short supply
- Increasing pressure is being put on redevelopment and the need to revitalize the economy
- The informal survivalist economy is a vital part of the DTES, but it is relatively unknown and fragile
- Many people are dependent on informal livelihoods and support systems rather than formal employment

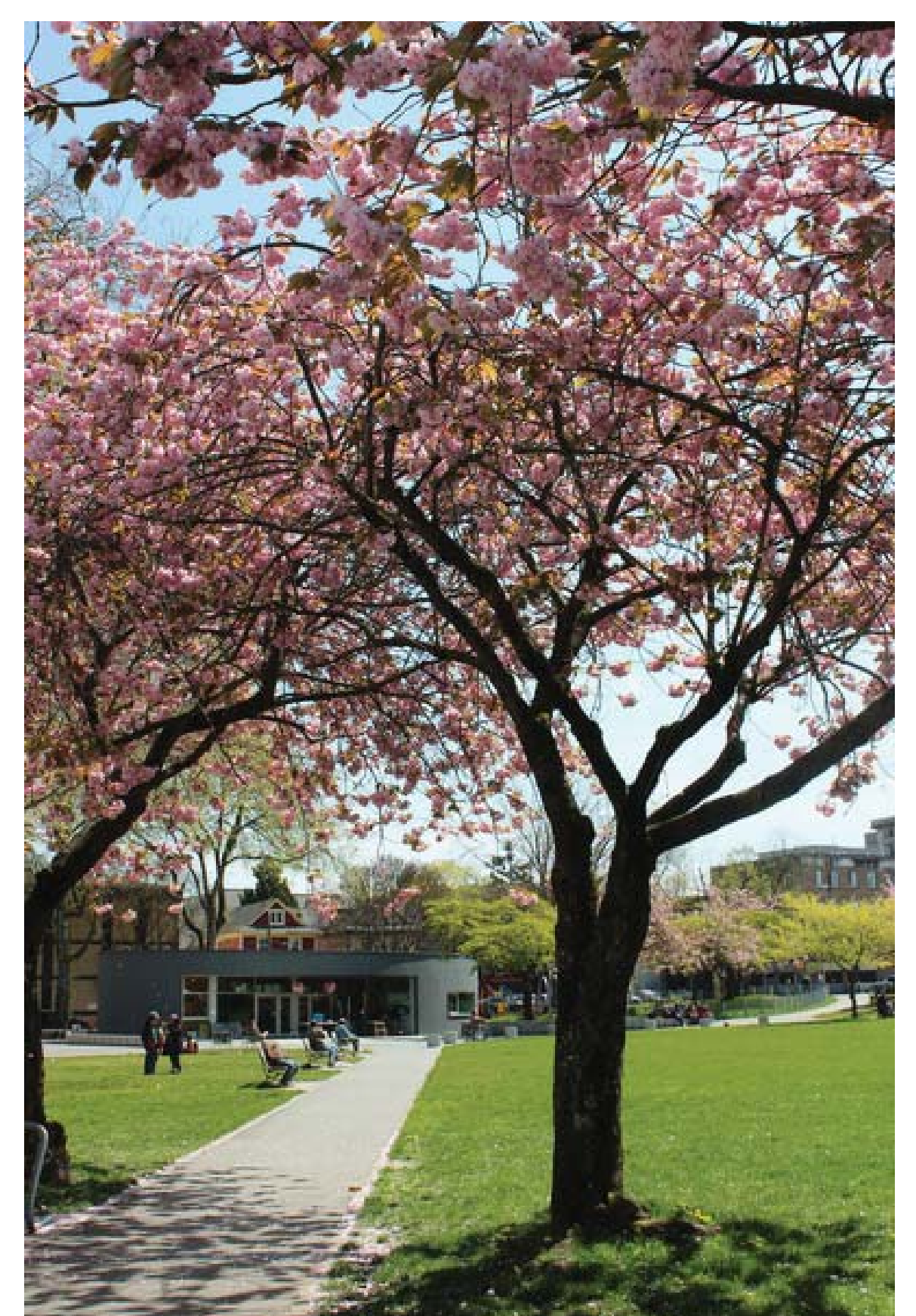


Type + Number of Businesses for each BIA Sub-area in the DTES



Arts, Culture, and Heritage

- Affordable, multi-use studio space for all disciplines is in short supply
- Local artists are finding it difficult to maintain their livelihoods due to rising costs, regulations, and barriers to entrepreneurial creative-sector enterprises
- Organizational and individual capacity limits affect the sustainability of the creative sector
- Cultural and heritage assets are threatened by the pace of change



Overall Principle

Planning in the DTES strives to ensure that the uniqueness of the area is recognized, and that special tools and approaches are created to maintain existing neighbourhood character and revitalize the area without displacing existing residents.

Other Principles:

1

Neighbourhood Development

Planning in the DTES strives to ensure that:

- The diverse neighbourhoods maintain their distinct character and roles;
- The area remains mixed-use, allowing residential, commercial, industrial, civic, and institutional uses, as well as parks and open space;
- Building height (including historic height) and scale remain generally low to mid-rise, with new development informed by the existing building's view cones;
- Support ongoing community involvement in planning of the area
- Amenities for the low-income community are prioritized in new development, and;
- Growth is directed to suitable locations to enhance the area overall.

These DTES development principles support the city-wide principle of **achieving a green, environmentally sustainable urban pattern**

2

Housing

Planning in the DTES strives to ensure that:

- Access to affordable housing choices in the DTES and across the City are available for low-income people, including the homeless and the working poor;
- Continue to encourage a housing mix in the neighbourhood;
- Conditions of existing low-income housing in the DTES are improved, and;
- A range of supports provide basic needs such as food and health services as well as inclusion and belonging.

These DTES housing principles support the city-wide principle of **supporting a range of affordable housing options to meet the diverse needs of the community**

3

Local Economy

Planning in the DTES strives to ensure that:

- The formal economy connects to local needs and local livelihoods;
- Local hiring and social purchasing policies are a priority;
- Residents are given opportunities to earn a living that pays for their basic needs, and;
- Industrial job space is preserved while accommodating new uses and processes, which align with the evolving economy.

These DTES economic principles support the city-wide principle of **fostering a robust, resilient economy**

4

Health and Well-Being

Planning in the DTES strives to ensure that:

- Residents' basic needs are available to them, to improve quality of life (especially for vulnerable residents, women, and children), and;
- Residents' sense of community belonging, inclusion, and dignity, which is fundamental to achieving a healthy neighbourhood, is improved.

These DTES safety, inclusion, and belonging principles support the city-wide principle of **fostering resilient, sustainable, safe, and healthy communities**

5

Art, Culture, and Heritage

Planning in the DTES strives to ensure that:

- The arts, cultural, and heritage assets of the area are identified and protected, and;
- The area's diverse cultural heritage is recognized and celebrated (Coast Salish, Japanese-Canadian, Chinese-Canadian, low-income community, labour movement, etc.).

These DTES art, culture, and heritage principles support city-wide principle of **enhancing culture, heritage, and creativity within the city**

6

Transportation

Planning in the DTES strives to ensure that:

- Transportation networks and connections within and through the DTES promote accessibility, efficiency, and safety for all;
- Disabled and physically challenged residents are mobile;
- Access to affordable transit is improved;
- Traffic calming is introduced in major streets, and;
- Cycling is enhanced on selected routes.

These DTES transportation principles support the city-wide principle of **providing and supporting a range of sustainable transportation options**

7

Parks and Public Open Space

Planning in the DTES strives to ensure that:

- Neighbourhood safety and accessibility is improved (lighting, quality of sidewalks, transportation networks);
- Public parks and open / green spaces are improved and increased;
- Public outdoor recreation facilities for all sectors of society (seniors, children, youth, and adults) are improved and increased;
- Spaces for vulnerable people are provided and protected, and;
- Low-income residents feel at home in their own neighbourhood.

These DTES open space and parks principles support the city-wide principle of **providing and enhancing public open spaces, parks, and green linkages**

3



Emerging Directions - Neighbourhood Roles

Downtown Eastside has many diverse neighbourhoods, each with its own unique character and role, as well as challenges and opportunities. The plan will respect this diversity as the Downtown Eastside grows and evolves.

Community-based Development Area

- Maintain as the a key geographic area supporting the low-income community.
- Protect and strengthen critical low-income assets.
- Encourage compatible new businesses, services, and development.
- Improve public realm quality, accessibility, and safety.



Downtown Eastside Oppenheimer District (DEOD)

- Establish regulatory strategies to prioritize social housing and secured market rental housing.
- Prioritize actions and strategies related to social housing, local economy, health and well-being needs and issues.
- Support Aboriginal, Chinese-Canadian, and Japanese-Canadian culture and heritage through public realm improvements, public art, events and programming, and strategic development and heritage rehabilitation opportunities.



Historic Neighbourhoods

Victory Square

Vancouver's historic downtown and transition area to the Central Business District.

- Retain historic buildings and area scale and character, while supporting compatible new development.
- Foster growth as a centre for arts, culture, and higher education uses.
- Support local commercial activities and a vibrant street life.
- Encourage a range of housing types including social housing and secure market rental housing.



Gastown

Vancouver's first neighbourhood and a National Historic District.

- Retain the predominant retail and commercial character with tourist-oriented goods and services, destination shops, boutiques, restaurants, and offices.
- Retain historic buildings and area scale and character while supporting compatible new development.
- Support new development with a range of housing types.
- Support strategic public realm improvements such as on Water Street, Maple Tree Square, Blood Alley Square, and the CPR right-of-way.



Chinatown

Historic heart of Vancouver's Chinese-Canadian community and a National Historic District.

- Retain the predominant retail and commercial character with tourist- and resident-oriented goods and services, restaurants, and offices through economic revitalization.
- Support residential intensification through compatible new development with a focus on seniors accommodation.
- Support the retention of Chinese Benevolent Society heritage buildings as cultural anchors.



TOMORROW

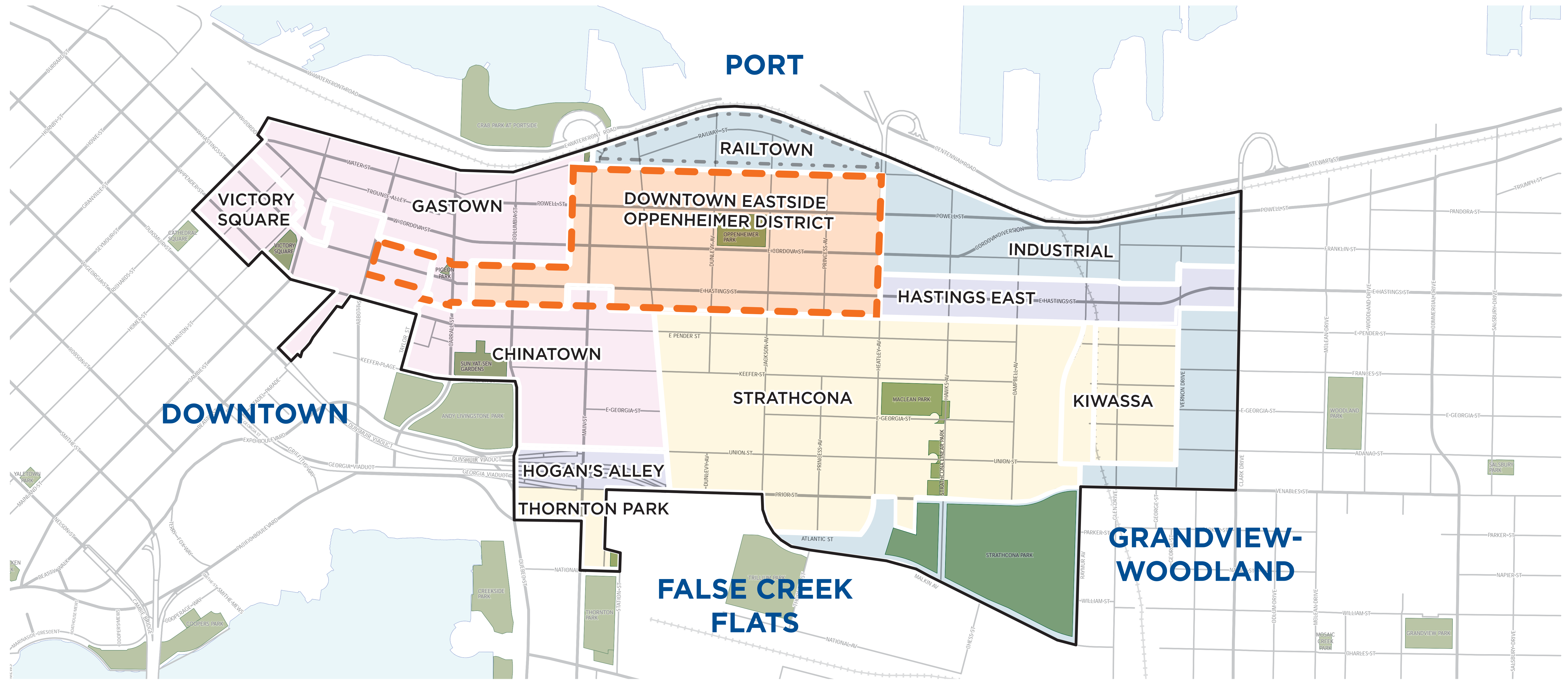
Looking to Tomorrow

9
Board

CITY OF
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Downtown Eastside Local Area Plan

Emerging Directions - Neighbourhood Roles



Emerging Directions - Neighbourhood Roles.

Residential Neighbourhoods

Strathcona and Kiwassa

- Maintain and enhance existing residential heritage character.
- Encourage a range of housing types with an emphasis on family housing.
- Support redevelopment of lands east of Raymur Ave, focusing on family housing.
- Improve connections between Strathcona, Kiwassa, and other neighbourhoods.



Thornton Park

- Encourage continued transition into a mixed-use neighbourhood with housing choices, amenities and retail uses.
- Support residential intensification through compatible new development.
- Encourage a range of housing types, and consider rezoning to secure social housing.



New Neighbourhoods

Hastings East

- Support development of a mixed-use neighbourhood from Heatley to Clark.
- Encourage a mix of commercial, service, and retail uses at grade, with light-industrial uses where feasible.
- Establish a pedestrian-oriented, local-serving retail and service area on Hastings between Heatley and Campbell.
- Maximize delivery of on-site social housing, with a focus on families, through new development.



Hogan's Alley (Viaducts)

Pending a Council decision to remove the viaducts:

- Support development of a mixed-use neighbourhood with a range of housing types, parks, and public amenities;
- Maximize opportunities to deliver on-site social and affordable housing for families and singles, and;
- Ensure that the former community of Hogan's Alley that existed prior to the viaducts is celebrated.



Industrial Neighbourhoods

Railtown

- Affirm and update Railtown's role as a historic warehouse district with a mix of local, regional, national, and global-serving industrial and office uses.

General Industrial

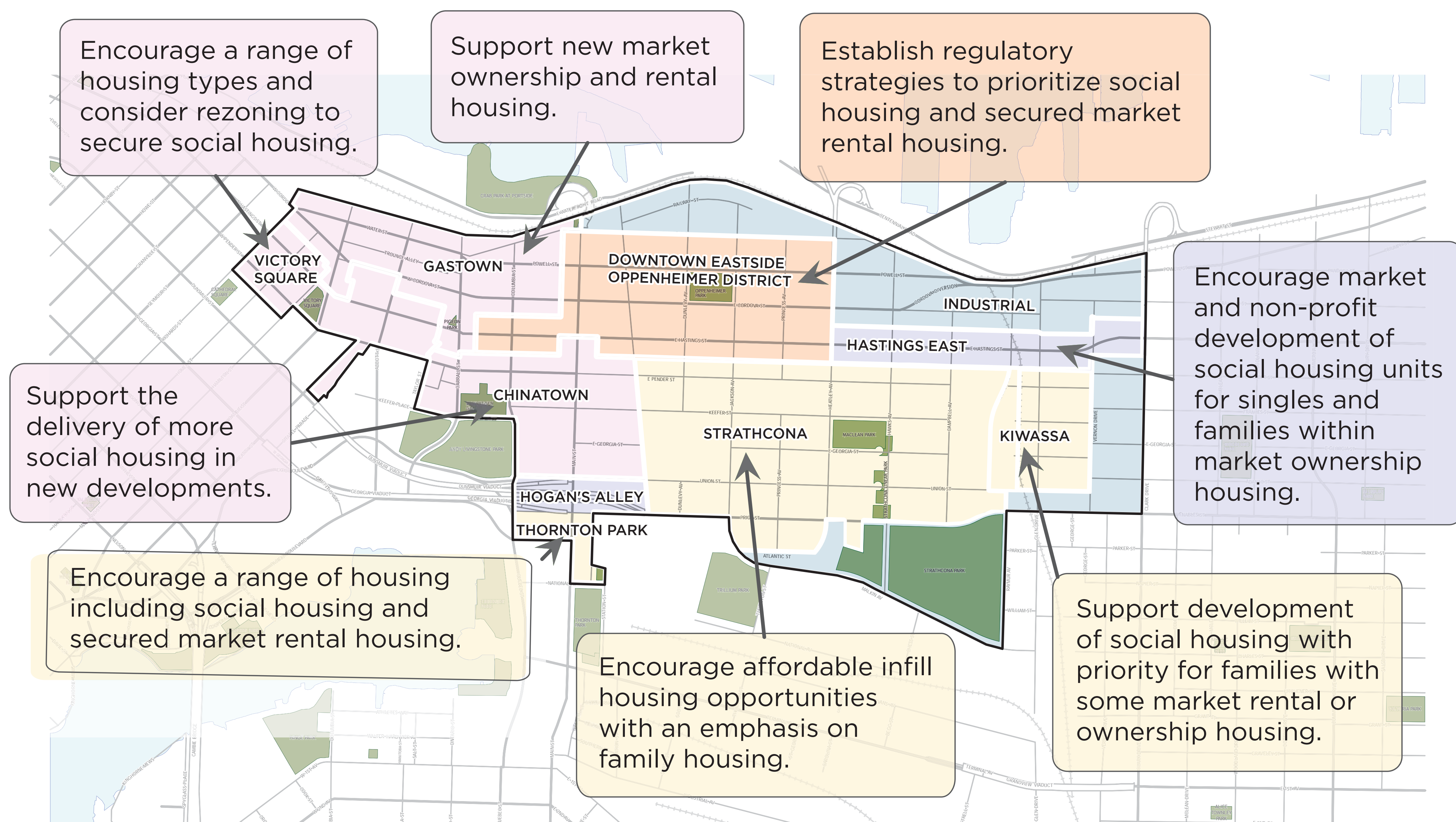
- Maintain as local, regional, national, and global-serving industrial areas with key transportation infrastructure and connections.
- Support local industry clusters in areas of economic growth and social enterprise.



Housing in the DTES

Context

A range of housing types is needed to meet the City's housing goals of ending street homelessness and providing affordable housing choices, especially for low-income and vulnerable people in the community.



Overall Area: Improve and upgrade existing low-income housing, including SROs and social housing.

10 Year Priority Housing Need

3 Keys to Housing: Affordability, Condition, Support

3 Keys to Housing



Affordability

In the DTES, housing needs to be available and affordable for the homeless and people with low incomes such as those on income assistance, disability benefits, pensions as well as the working poor.



Condition

Condition of housing describes its physical state including, electrical and plumbing, and the need for addition of bathrooms and/or kitchens to enhance the quality of living.



Supports

Supports assist the homeless and vulnerable people in poor health to access and remain in housing. Supports may include mental health and addiction services, food programs, primary care and other health and well-being supports.



Housing

Social Housing

Context

The City delivers and operates social housing along with non-profit, private and public partners. Continuing to work with these partners will ensure we achieve our goals to deliver new social housing while also maintaining the existing, contributing to the social and economic health of the city and this neighbourhood.

Emerging Directions

10-Year Objective:

800 new social housing units

- Add new social and supportive housing units in the DTES wherever possible for the homeless, other low-income singles, and families through increased density (including rezonings) and partnerships.
- Offer additional social and supportive housing options across the city to enable choice outside of the DTES.
- Support non-profit and other partners with rezonings and innovative approaches to develop social housing on city or other government or non-profit owned land (e.g. Community Land Trust, increased density on existing sites such as parking lots).
- Consider land-lease extensions with non-profits prioritizing affordability and reinvestment in condition of the stock.

QUICK-START ACTIONS

- Approximately 800 units currently proposed or under development through existing zoning, added density and government and non-profit partnerships.
- Create a business plan to justify the economics and benefits of new rent subsidy programs for people on income assistance, disability benefits and pensions.
- Facilitate a discussion with partners on the need for a range of health support models for tenants with mental health and addictions (e.g. supportive housing, scattered supports in social housing).



Housing

Single Room Occupancy Hotels (SRO)

Context

SROs offer the most affordable housing for people with low incomes and are often the last accessible housing type available before becoming homeless. There has been significant investment but many of these aging buildings are in poor condition. In addition rents are rising and SROs are becoming increasingly unaffordable to low-income people. Homelessness and unaffordable, inadequate housing impact the health and well-being of individuals, as well as communities. The plan will strive to improve the quality and security of SROs as housing for low-income residents.

Emerging Directions

10-Year Objective:

Improve condition of 1,500 SROs

- Balance the need for improved affordability, safety, livability, and heritage in existing SROs:
 - Improve safety using regulation and enforcement.
 - Incentivize the upgrade of rooms to include private bathrooms (with the addition of kitchens for as many rooms as possible).
 - Revise the Single Room Accommodation (SRA) Bylaw to allow smaller self-contained unit sizes, waive fees and fast-track applications using housing agreements with rents for low-income residents.
 - Share best practices on SRO upgrades and conversion to self-contained units.
- Support private and public SRO owners who are trying to improve life safety, livability, and heritage conservation while maintaining affordability.
- Allow smaller units to encourage the conversion of rooms to self-contained units with minimal loss of overall unit numbers.
- Continue to monitor changes in the SRO stock and regulate conversion through the SRA-Bylaw.

QUICK-START ACTIONS

- Offer grants to non-profits to assist with upgrading SROs.
- Facilitate a discussion with partners based on a range of health support models needed for SRO tenants with mental health and addictions (e.g. scattered supports in existing SROs, focused Aboriginal health supports).
- Request that the Residential Tenancy Act be amended by the Province to stabilize tenancies in SROs by limiting rent increases to the unit.



Housing

Additional Opportunities for Affordability

Context

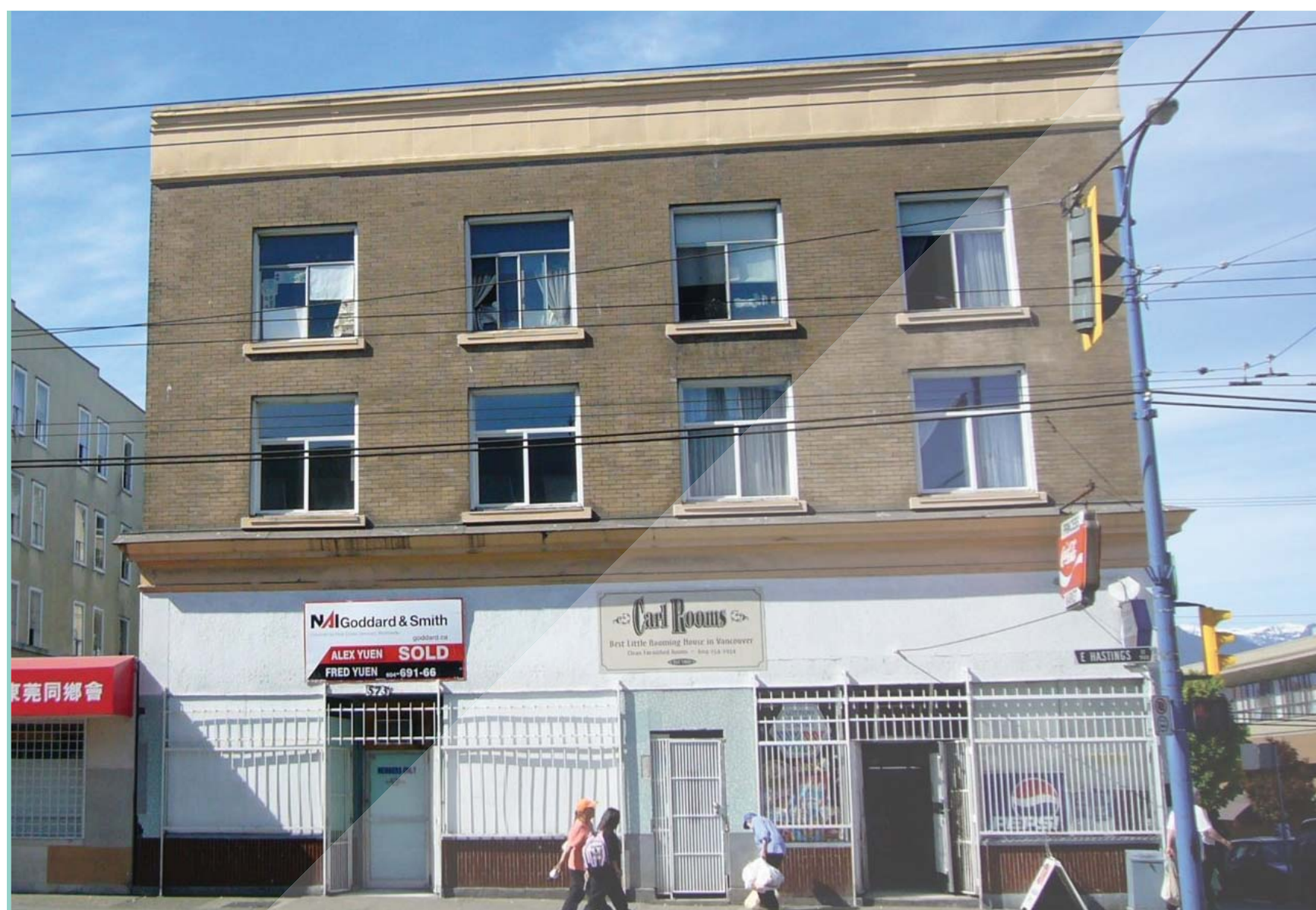
As housing costs rise, low-income residents have fewer housing options. For secure tenancy in new market rental, social housing and recently improved SROs, opportunities to achieve affordability will require additional income or rent subsidies. Rent subsidies contribute to initial project viability and ongoing sustainability for non-profit and market rental operators.

Emerging Directions

10-Year Objective:

1,650 rent subsidies for low-income singles

- Support improved affordability for 1,650 low-income residents through new and existing rent subsidy programs.



QUICK-START ACTIONS

- Provide intensive outreach to low-income residents who qualify for existing rent supplement programs but are currently not receiving maximum eligibility amounts (e.g. Disability Benefits, Shelter Aid for Elderly Residents (SAFER))
- Create business plan to show benefits of:
 - New provincial rent subsidy programs for low-income singles
 - Increase existing provincial government income and rent subsidy programs

Market Rental & Ownership Housing

Context

The DTES will continue to remain a mixed-income community, home to singles and families. The plan will strive to improve housing affordability and provide new opportunities for low- and moderate-income individuals and families.

Emerging Directions

10-Year Objective:

Create 1,650 new units of affordable market rental housing

- Support the creation of new secured market rental units in the DTES.
- Support market opportunities for secondary rental for individuals and families (e.g. secondary suites, laneway houses, rented condos).
- Encourage housing diversity in new market developments to allow a balance of small suites and family units (2-3 bedrooms).

QUICK-START ACTIONS

- Consider use of housing agreements to make available a proportion of units for low-income people with rent subsidies
- Enable flexibility for Rental 100 to become viable on smaller sites



Health and Well-Being

Context

The City's goal of building a healthy city for all means that we are creating and continually improving the conditions that enable all of us to enjoy the highest level of health and well-being possible. Achieving a healthy neighbourhood for all in the Downtown Eastside means addressing significant health and social inequities and working to secure social assets, which will require everyone working together. A strong sense of belonging, inclusion, and dignity are fundamental to well-being, and everyone is entitled to have their basic needs met.

Building Blocks of a Healthy City For All



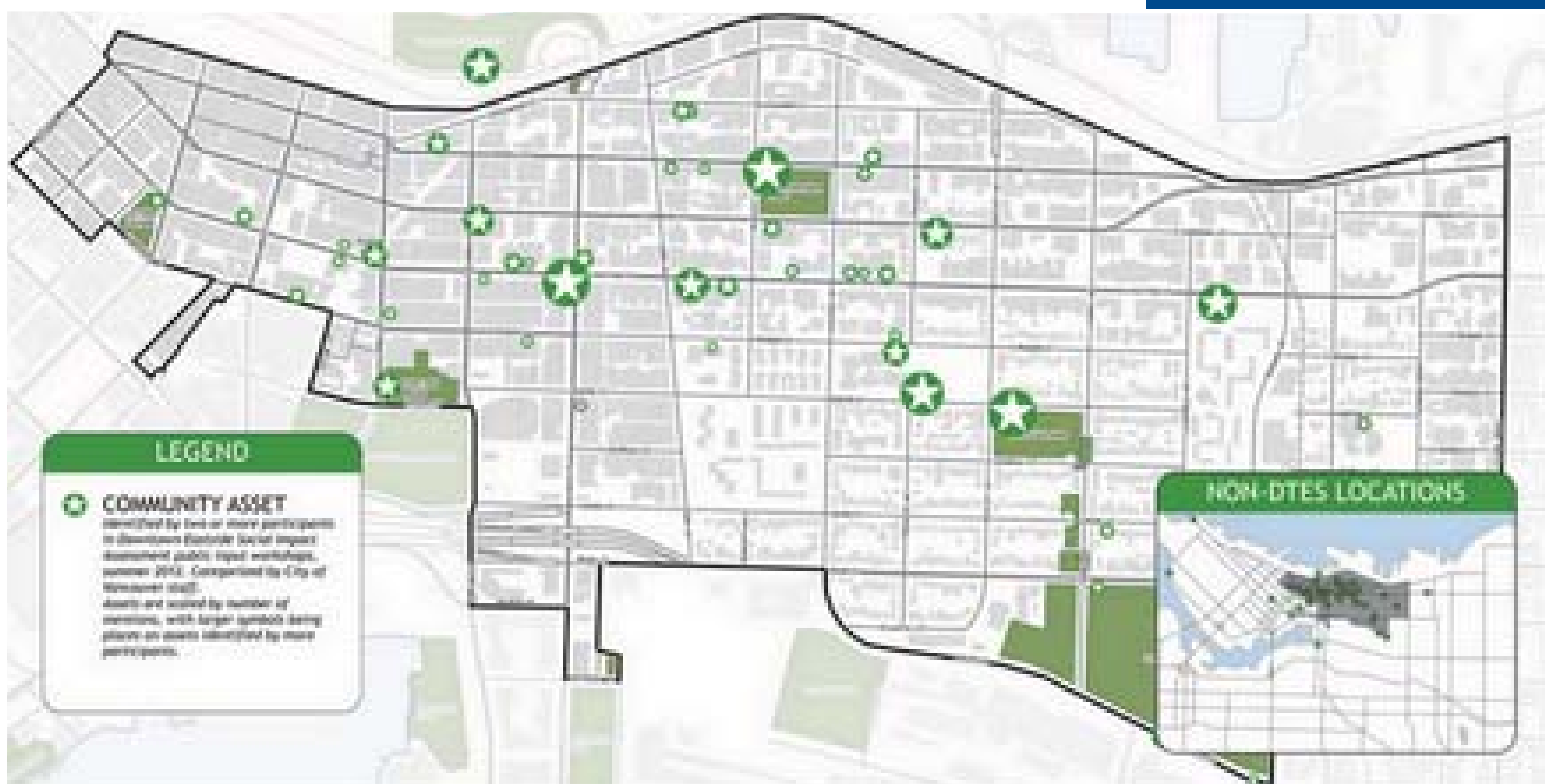
Inclusion, Belonging, and Safety

Emerging Directions

- Enhance all residents' sense of safety and actual safety
- Maximize benefits for the low-income community in new developments (e.g. housing, food assets, jobs)
- Protect low-income assets from gentrification and displacement
- Implement recommendations from the City's Task Force on Sex Work and Sexual Exploitation and the Murdered and Missing Women's Inquiry

QUICK-START ACTIONS

- Support projects that promote inclusion and sense of belonging through grant funding
- Completed pilot workshops for City staff on awareness training for working with sex workers
- Hiring underway for 2 sex worker liaison positions to enhance safety



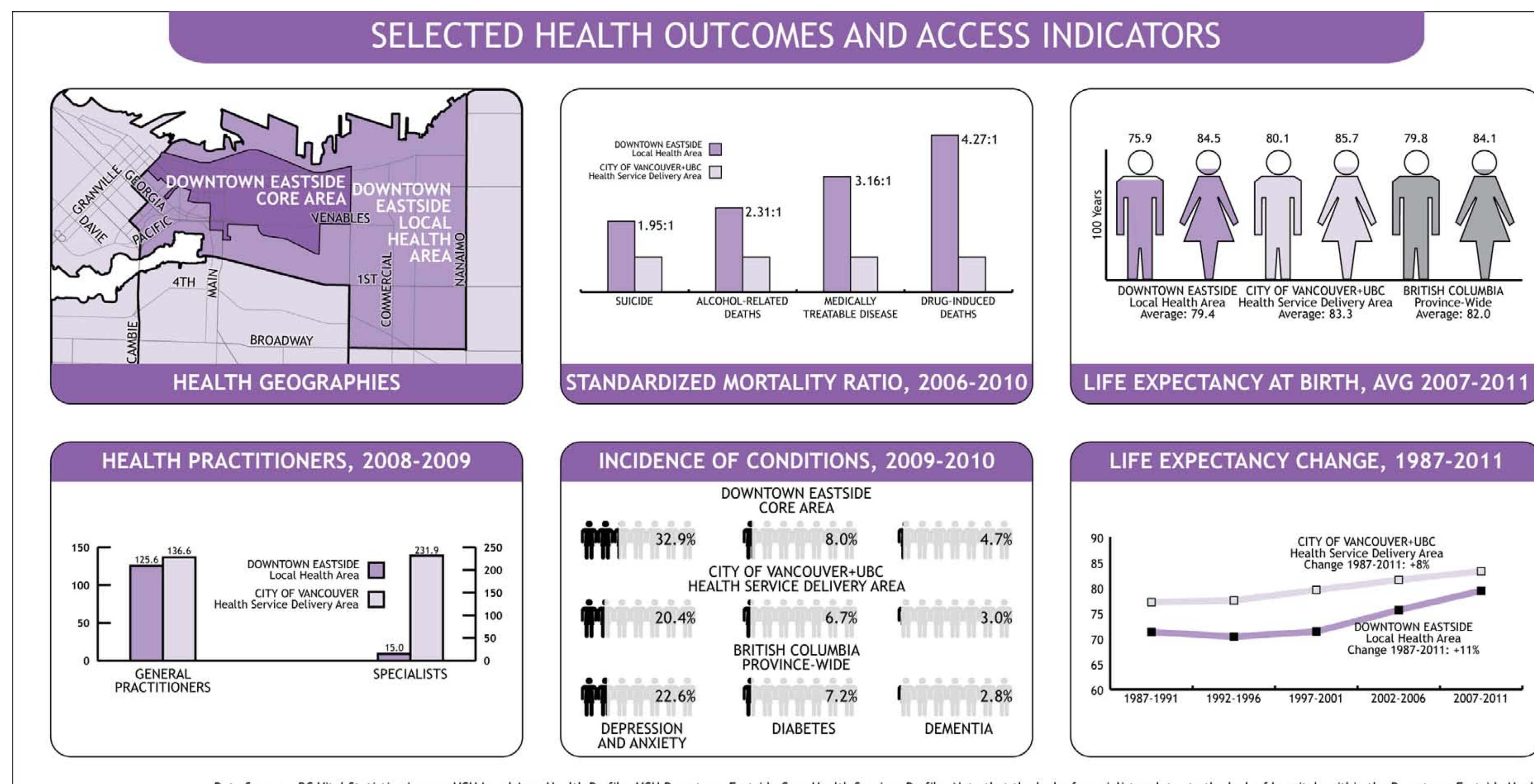
Health and Well-Being

Emerging Directions:

- Increase equitable access to quality and inclusive health, social, and community services
- Support organizations working with vulnerable residents

QUICK-START ACTION

- Convene partners to explore options for innovative low-barrier health and social service models



Access to Food

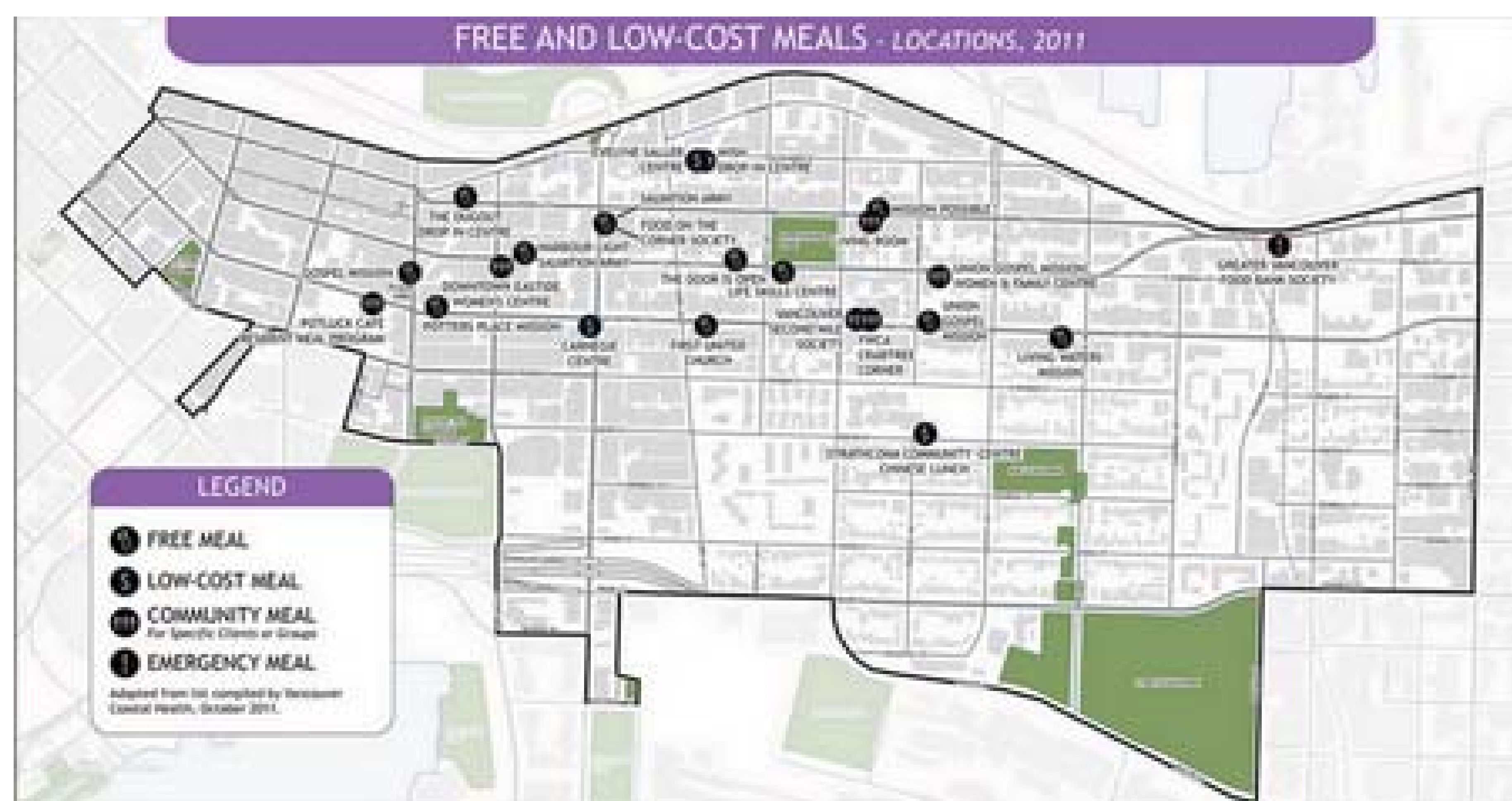
Emerging Directions:

10-Year Objective: Improve the access, quality, and nutrition of charitable food, and increase non-charitable food assets by 50% (city-wide)

- Explore more local/sustainable and nutritious food at key high-volume food kitchens
- Help to create jobs in the food sector
- Explore local food production and growing opportunities
- Encourage more affordable and inclusive restaurants and food retail businesses through social enterprise or co-operatives

QUICK-START ACTIONS

- Pilot a healthy corner store program and mobile vending (green grocer) projects
- Increase access to nutritious food preparation for tenants in existing and new SROs and social housing



Children, Youth, and Families

Emerging Directions:

10-Year Objective: Decrease child vulnerability from 51% to 15% (EDI)

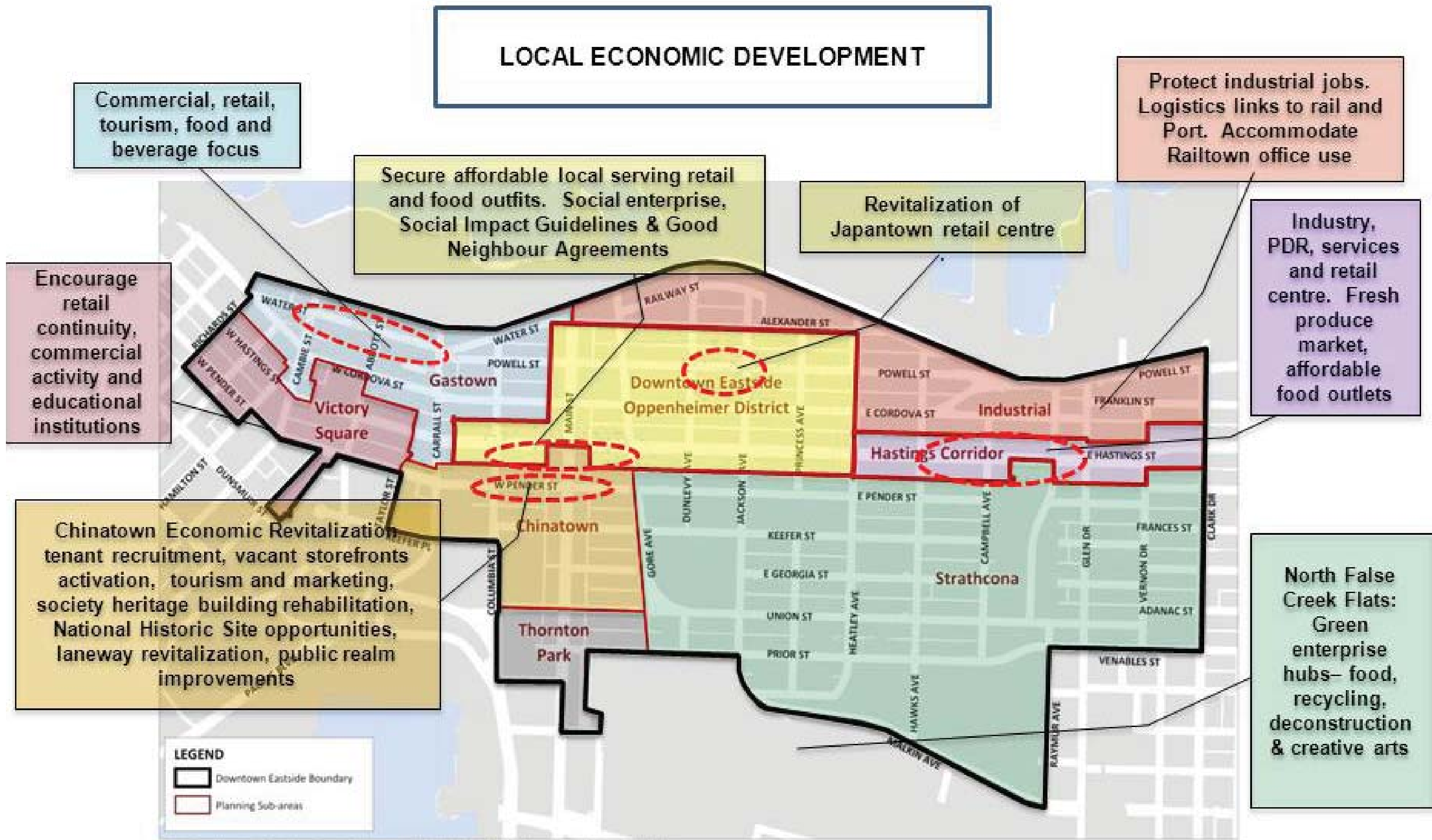
- Create more affordable childcare and after-school care
- Increase services and service coordination for vulnerable youth

QUICK-START ACTIONS

- Create more affordable childcare spaces through partnerships (Woodward's: 37 new spaces planned)
- Work with the public and community partners to increase services for youth who are transitioning out of care

Local Economy

The local economy in the DTES is a widely diverse ranging from survival livelihoods to global enterprise. There are 2,800 businesses in the area (including 86 social enterprises). Approximately 19,950 people work here with an unemployment rate of 11.3%. Challenges ranging from poverty to land value and real estate pressures have been affecting the ability of local residents and businesses to thrive. The DTES is a neighbourhood where special actions are needed to encourage local economic development and build on its many opportunities for growth. The strategy will focus on fostering innovative partnerships to develop a more vibrant, successful and inclusive economy. At the same time, it will have an emphasis on meeting the needs of vulnerable, low-income residents and the local businesses that serve them.



Retain Existing Businesses

(including low-income serving businesses)

Emerging Directions

10-Year Objective: Retain the existing 2,800 businesses in the area

- Identify, secure, and maximize economic and business assets that serve the low-income community
- Support existing businesses and business-to-business networking
- Give special attention to local-serving businesses, social enterprises, and industrial lands
- Support community-based initiatives that strengthen the social economy
- Promote area-wide social procurement

Attract New Businesses

Emerging Directions

10-Year Objective: Facilitate 3-5% growth in businesses, and a 50% reduction in vacant storefronts

- Reduce barriers to establishing new businesses and support their integration into the neighbourhood
- Review industrial land policies to ensure they remain attractive to business investment
- Create opportunities for new green businesses, social enterprise, and high-tech business
- Require developers to allocate a portion of the main floors (of their projects) for social enterprises in appropriate locations
- Support social enterprise start-ups with the CoV Innovation Fund

QUICK-START ACTIONS

- Create a business directory for the DTES to enhance business-to-business networking
- Investigate building code modifications to accelerate small conversions and renovations of business premises (especially in older buildings that are costly to maintain) to allow business owners who wish to make physical improvements
- Work with the neighbourhood's 4 Business Improvement Associations to create a neighbourhood-wide business characteristics survey

QUICK-START ACTIONS

- Attract suitable new enterprises with retail strategies, including: tenant recruitment, marketing, activation of storefronts, and laneway improvements
- Look at opportunities to establish a Social Innovation and Technology Centre
- Support the Food Hub, Artists' Hub, Building Deconstruction Hub, and recycling initiatives

Local Economy Low-Income-Serving Retail Enhancement

10-Year Objective: Attract at least two affordable grocers to serve local residents

- Ensure low-income residents have access to affordable necessary goods and services near where they live
- Explore opportunities for small-scale public markets in key neighbourhoods where limited vending opportunities exist
- Establish neighbourhood retail centres (Japantown, Hastings Crossing, Hastings East)
- Ensure existing retail areas have a vibrant mix of shops and services

QUICK-START ACTIONS

- Attract suitable retail enterprises (e.g. green grocer and produce markets) to the eastern and western sections of Hastings Street
- Use City-owned properties, affordable leases, and revitalization tax supports to provide affordable goods and services to the area



Create Inclusive Local Employment

10 Year Objective: Facilitate 1,500 new jobs (to employ 50% of currently unemployed people)

- Create jobs (especially low-threshold jobs) through inclusive local employment opportunities and hiring
- Provide support for workers and local businesses that hire workers with barriers to employment
- Support existing “place-based” efforts by local residents and organizations to reduce barriers to local jobs and support inclusive hiring opportunities
- Build partnerships with all types of schools for training and skills development
- Foster a safe and supportive environment for the informal economic activities of residents, i.e. binning, arts and crafts.

QUICK-START ACTION

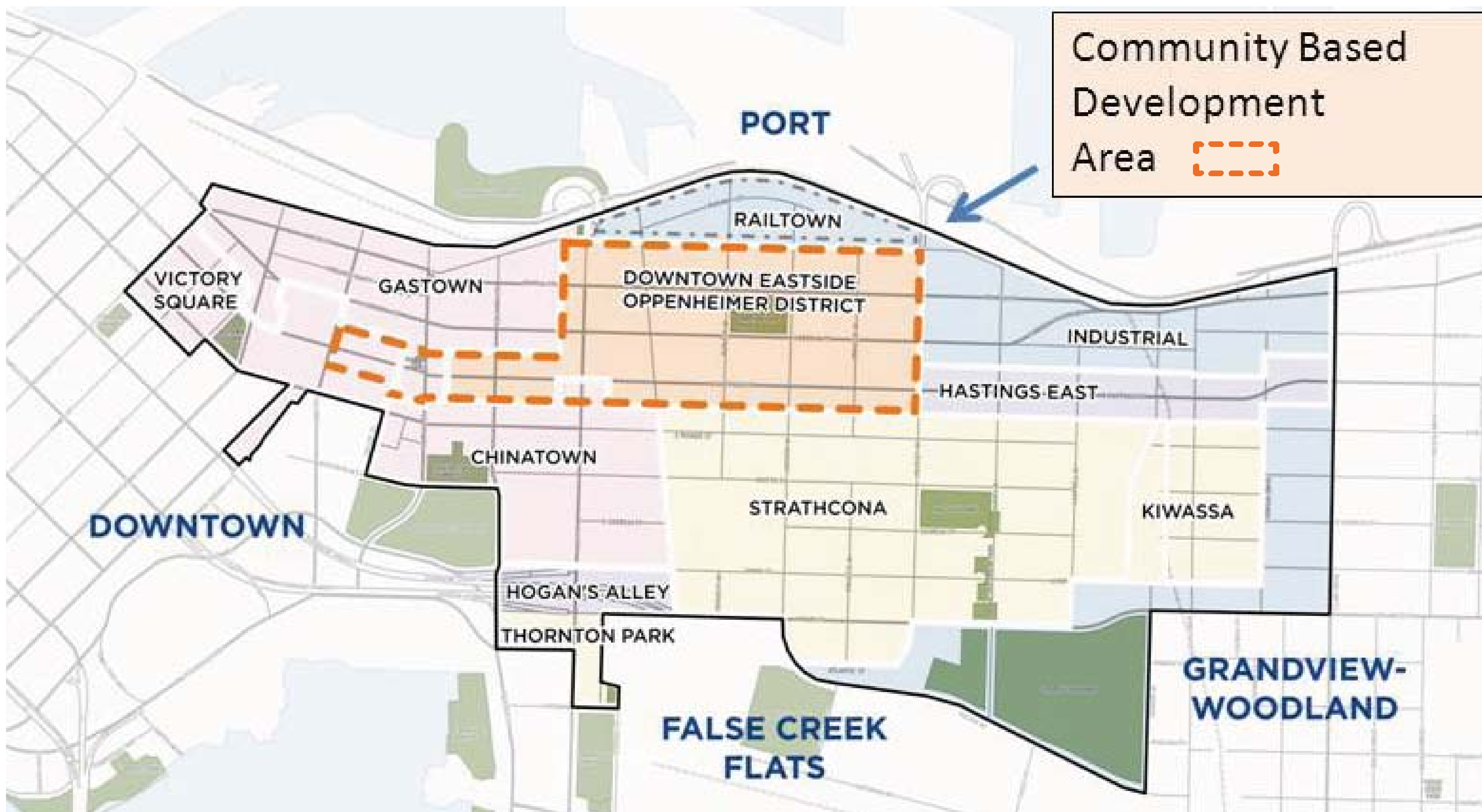
- Support a permanent location for the DTES Street Market for safer survival vending



Land use, Built Form, and Development

Context

Many of the City's overall goals relating to affordable housing, sustainability, and economic growth are implemented through development bylaws and policies, which can have a significant impact on communities. In the DTES, the impact of growth and development is felt most by the many vulnerable people who live here. Achieving the City's goals in the DTES means regulating, supporting, and encouraging land use and development in a way that benefits the low-income community while allowing the area to evolve over time.



Community-based Development Area

The Community-based Development Area will be the focus of many directions and actions. Special measures will be taken to ensure that new development and other initiatives benefit the low-income community.

The majority of community assets are located in the Downtown Eastside Oppenheimer District (DEOD) and along Hastings Street, including social housing, affordable food stores, social and peer support services, gathering places, and cultural community places of spiritual significance.

Emerging Directions

- Retain community assets identified by the DTES Social Impact Assessment (from gentrification and displacement) by providing affordable rental space in new development or City-owned buildings.
- Develop new Social Impact Guidelines to ensure new developments achieve more benefits for the low-income community and cause less negative impact.
- Ensure diverse development that reinforces the prevailing and planned scale and character of each neighbourhood, and enhances and retains the social, cultural, and historical diversity of the DTES.
- Engage DTES residents and stakeholders in planning and future development, according to priorities identified through the Local Area Planning Process.

QUICK-START ACTIONS

- Designate the DEOD and a portion of Hastings Street as a Community-based Development Area
- Amend by-laws and policies to support proposed land use and built form revisions and the development of social housing units (see boards 19-21 for details)
- Adopt new Social Impact Guidelines that advise how developments can bring positive benefits to the low-income community and how any possible negative impacts can be prevented
- Pilot an enhanced notification process for major developments in the DTES, to better engage the low-income community in planning decisions

Proposed Policy and Changes

The plan will recognize the distinct character and role of each neighbourhood and provide a range of opportunities to meet the diverse needs of each neighbourhood. The majority of the DTES is proposed to remain under existing land use and development bylaws and policies. Specific areas where changes to existing policies are being considered are identified below.

Community-based Development Area

- Adopt new Community-based Social Impact Guidelines to advise how developments can bring positive benefits to the low-income community and prevent possible negative impacts.

Downtown Eastside Oppenheimer District (DEOD) - all sub-areas

- Focus area for social housing development, with some secured market rental housing.
- Enable the City, government, and non-profit partners to pursue land acquisition for social housing development.
- Affirm existing base density of 1 FSR.
- Consider bonus density for 60% social housing (primarily for singles) with 40% balance as secured market rental housing.

Hastings and Main Area

- Allow development height in the range of 100-120 feet.

Oppenheimer Park Area

- Allow development height up to 50 feet, with consideration of additional height and density for projects that are 100% social housing with sensitivity to Japantown heritage.

Historic Neighbourhoods

Victory Square

- Affirm policy directions in the Victory Square Policy Plan.
- Affirm Historic Area Height Review conclusions by considering rezoning up to 100 feet to support new social housing and heritage building rehabilitation.
- Review retail use continuity requirements on Hastings Street.

Gastown

- Affirm Historic Area Height Review conclusions by maintaining current zoning.
- Encourage delivery of social housing in new developments.

Chinatown

- Implement the Chinatown Neighbourhood Plan and Economic Revitalization Strategy.
- Support the rehabilitation of Chinatown Benevolent Society heritage buildings, particularly those that provide affordable rents.
- Encourage delivery of social housing in new developments.

Higher Building Sites

- Affirm Historic Area Height Review conclusions by considering rezoning on two specific sites in the range of 150 feet, to support new social housing and heritage building rehabilitation.

Proposed Policy & Changes

Residential Neighbourhoods

Strathcona and Kiwassa

- Affirm overall objectives in the Strathcona Plan.
- Maintain and enhance existing residential and heritage character.
- Consider potential need for transition areas adjacent to Hastings Street, and infill opportunities in Kiwassa.

Kiwassa (East of Raymur Avenue)

- Encourage market and non-profit development for new social housing units.
- Consider mixed-use development through rezoning, with 20% social housing (primarily for families) and the 80% balance as market rental or ownership housing.
- Consider development in the height range of 50-70 feet, according to site size and location and neighbourhood and urban design considerations.

Thornton Park

- Support continued transition into a mixed-use neighbourhood.
- Encourage a range of housing types, and consider rezoning to expand social housing.

New Neighbourhoods

Hastings East (Heatley Avenue to Clark Drive)

- Encourage new market and non-profit social housing developments.
- Consider mixed-use development through rezoning with 25% to 30% social housing (for families and singles) and the balance as market rental or strata housing.
- Consider development in the height range of 40-150 feet depending on site size and location and neighbourhood and urban design considerations.

Hogan's Alley (Viaducts)

- Pending a Council decision to remove the viaducts: Support mixed-use development with a range of housing types, parks, and public amenities, and maximize opportunities to deliver social housing.

Industrial Neighbourhoods

General Industrial

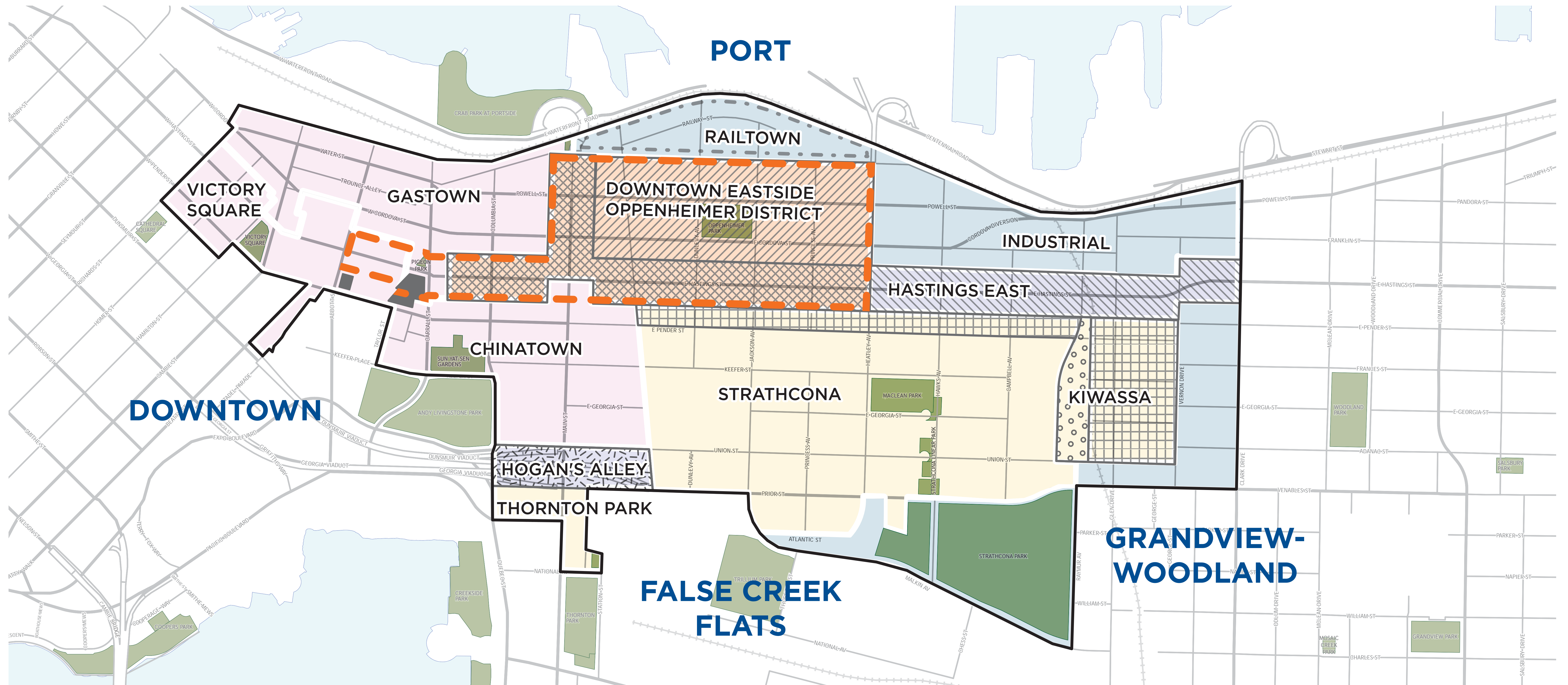
- Affirm existing zoning and policies for industrial land, unless otherwise noted.
- **Railtown** - Change industrial zoning classifications to support the existing high-tech industry.

TOMORROW

Looking to Tomorrow

21
Board

Proposed Policy & Zoning By-law Changes



Heritage

Context

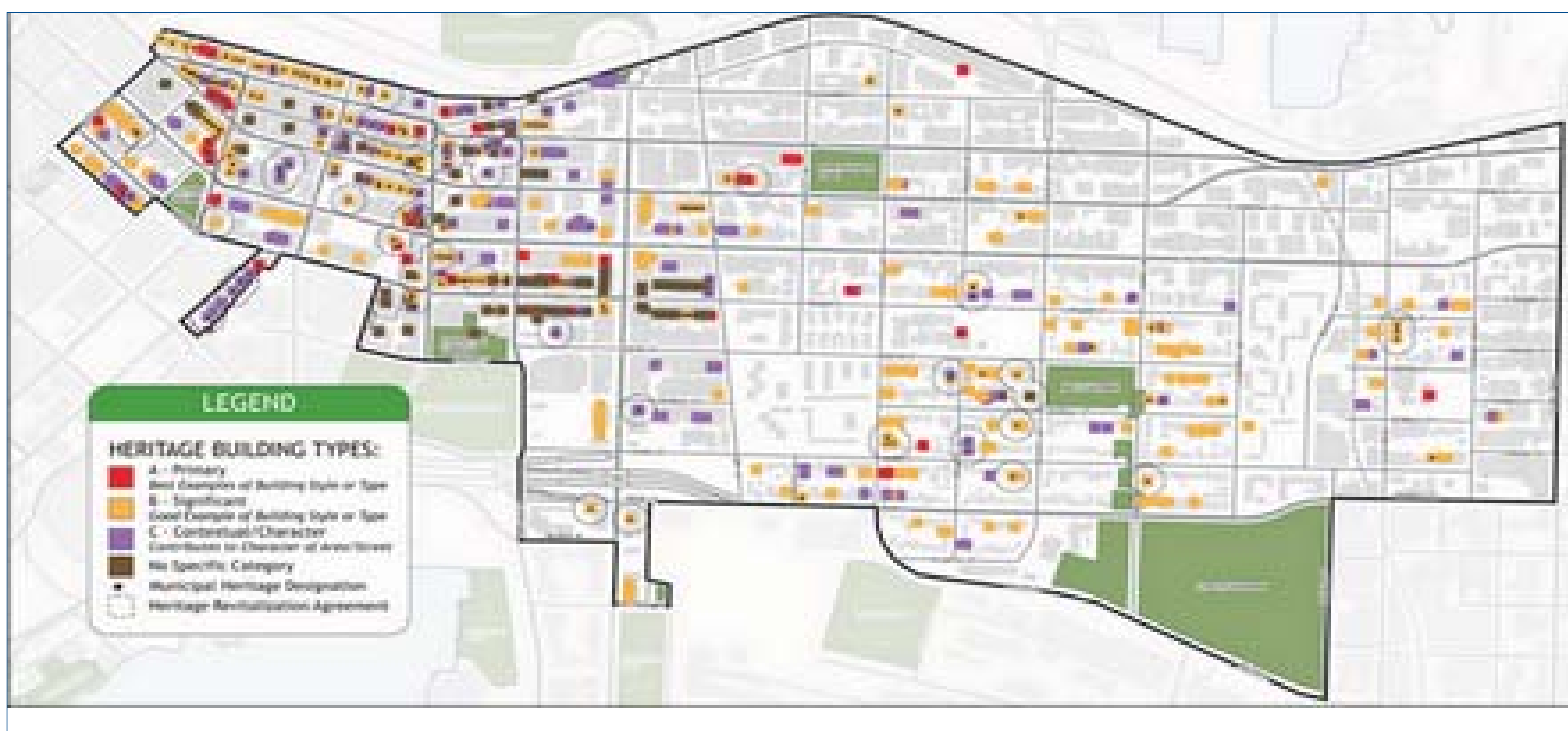
The DTES has a long and rich First Nations' history. This is where Vancouver first grew and where many immigrants made their first home in Canada. The area contains many heritage buildings, monuments, and places of historical and cultural significance. These physical and spiritual heritage assets should be preserved and celebrated to educate all Vancouver residents about their significance.

Emerging Directions

- Identify, protect and improve places with social and cultural meaning to the community, such as CRAB Park, Oppenheimer Park, Japantown, Chinatown Alleys, and Strathcona
- Recognize and support community efforts to acknowledge the social heritage of the area, e.g. the labour movement and low-income community
- Support community efforts to attain national and international heritage designations for DTES neighbourhoods, including Japantown and Chinatown
- Support preservation and rehabilitation of the Chinatown Benevolent Society heritage buildings as cultural anchors for the community
- Build public awareness of the physical, social, and cultural heritage and history of the DTES
- Upgrade the Vancouver Heritage Register to reflect heritage values, e.g. Coast Salish Territory, social movements, significant street events, public places and historic areas (such as Japantown), and buildings not on the heritage register
- Protect heritage resources by reviewing and expanding planning tools and incentives, such as the Heritage Building Rehabilitation Program (HBRP) and Heritage Facade Rehabilitation Program (HFRP).
- Seek ways to integrate heritage incentives with other policies and programs (e.g. SRO improvement strategy)

QUICK-START ACTIONS

- Celebrate and support activities, practices, and events of cultural communities with heritage roots in the DTES
- Develop a renewed strategy for Chinatown Benevolent Society heritage buildings
- Support community efforts to create a memorial or cultural facility recognizing Coast Salish heritage
- Extend the Heritage Facade Rehabilitation and Heritage Building Rehabilitation programs



Arts and Culture

Context

There is an active and vibrant arts and culture community in the DTES with new opportunities emerging. However some cultural organizations and artists are challenged by limited resources. New development and rising costs are affecting the supply and affordability of space in the neighbourhood, thereby limiting growth in the creative sector. The DTES Local Area Plan will give direction for supporting a sustainable and growing creative sector that provides opportunities for low-income artists.



Emerging Directions

Help to create multi-use, affordable and accessible neighbourhood facilities that create, produce and present arts and culture, including:

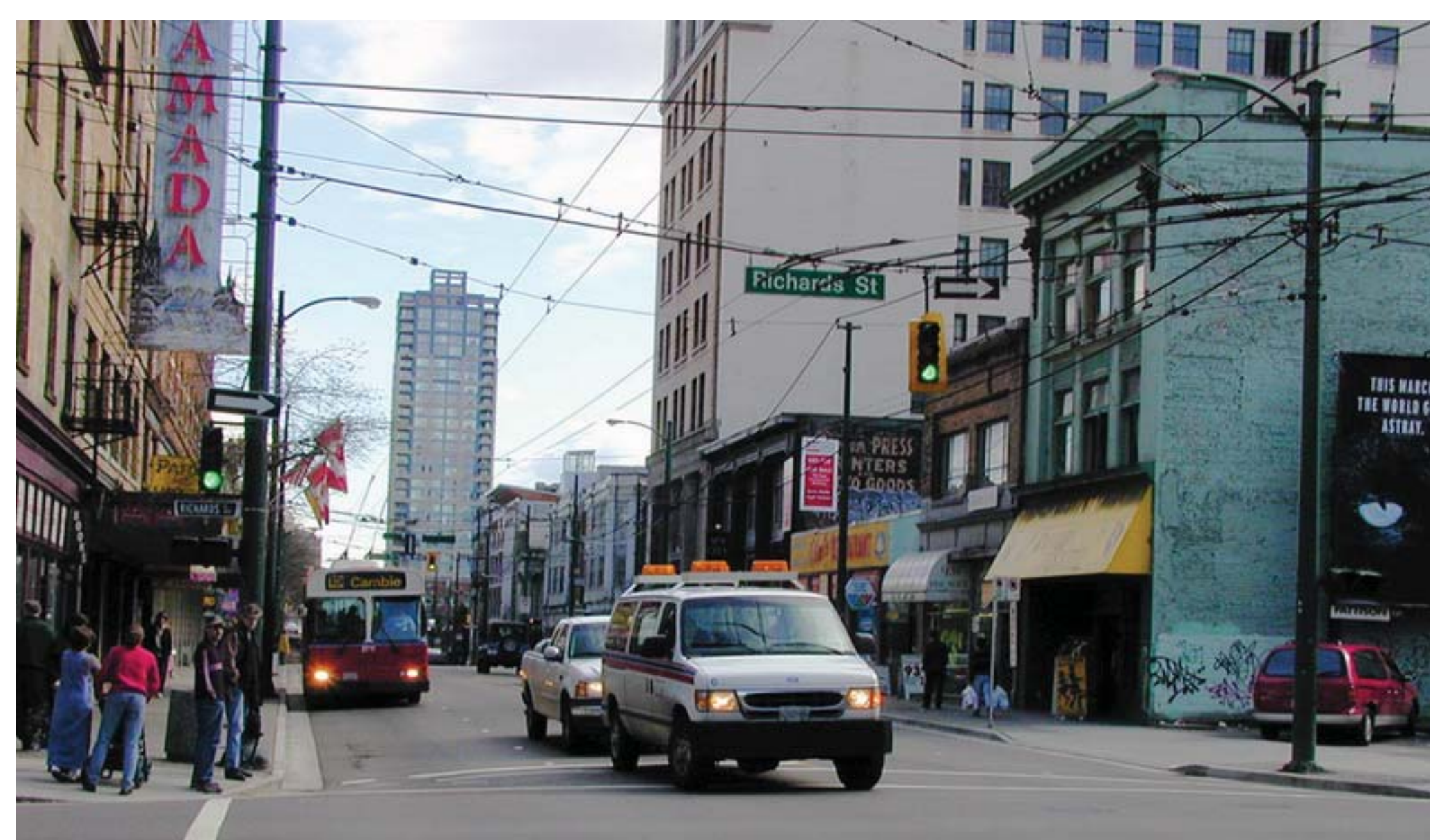
- Studios with or without associated residential uses
- Flexible performance events space for both cultural and non cultural uses
- Outdoor gathering spaces to support community events with infrastructure (e.g. water power, lighting, greywater disposal, storage)
- Cultural non-profit office space and associated ancillary spaces such as storage
- Creative commercial neighbourhood spaces (e.g. small cinemas, galleries, bookstores)
- Conduct culture-based workshops as part of the planning process to seek high-level directions for neighbourhood-specific targets (participants may include creative commercial manufacturers and suppliers to artists and culture-makers)
- Support institutions that serve the city or region (these may be large (e.g. Firehall Arts Centre) or small (e.g. Centre A) and include galleries, theatres, museums, important studio or production facilities, and other related cultural facilities)
- Encourage opportunities for public art to engage with and reflect the neighbourhood, and promote opportunities for neighbourhood-based artists
- Respond to new and evolving needs of the arts community

QUICK-START ACTIONS

- Enable the development of affordable and accessible community cultural spaces in both private and publicly owned facilities
- Pursue opportunities for co-location or shared cultural spaces (Hub model) and for shared resources and services (one-stop resource centre)
- Work in partnership with resource centres and training organizations to strengthen artists' entrepreneurial capacity and skills
- Explore enhanced opportunities for artists to sell their artwork on City and Park Board property

Transportation

People in the Downtown Eastside use a variety of way to get around. The neighbourhoods are divided by six major streets: Powell, Cordova, Hastings, Prior/Venables, Main, and Clark Drive. High traffic volumes, speeds, and congestion along these streets pose significant barriers for walking and cycling. The plan will make it easier, more comfortable and safer to get around for people of all ages and abilities.



Context

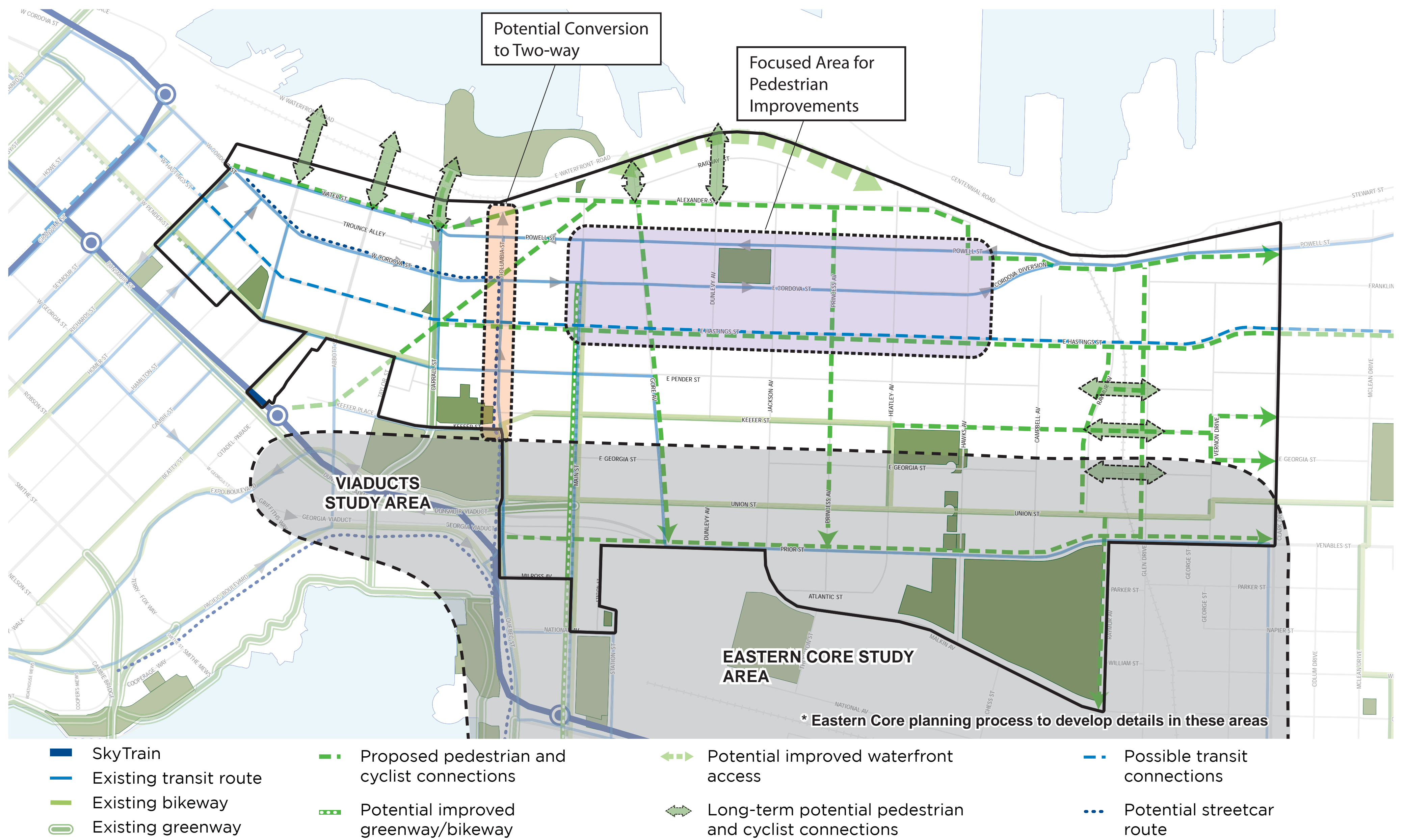
The transportation network, which includes sidewalks, bikeways and greenways, transit routes, major roads, local streets, and laneways, is an essential component of our communities, the city, and the region. The City recently approved the Transportation 2040 Plan, which sets out ambitious targets for sustainable transportation and improved safety to meet the needs of our growing city. Vibrant and attractive streetscapes and public spaces will help support walking, cycling and transit, as well as the local economy.

In the Downtown Eastside, 65% of residents walk, bike or take transit to work (compared to 41% city-wide). Only 33% drive to work (compared to 58% city-wide).

Transportation 2040 Principles

- Make walking safe, convenient and delightful, and ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles, and social connectedness.
- Make cycling feel safe, convenient, and comfortable for people of all ages and abilities. Prioritize connections to important destinations like schools, community centres, transit stations, and shopping areas.
- Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible, and comfortable.
- Support the efficient movement and delivery of goods and services, while reducing negative impacts to the community and the environment.
- Manage the road network efficiently to improve safety, minimize congestion, and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low-carbon vehicles and car-share alternatives.
- Support shorter trips and sustainable transportation choices by creating compact, walkable, transit-oriented neighbourhoods.

Transportation



Emerging Directions

Walking

- Enhance streetscape and sidewalks along commercial streets, including at key intersections with bikeways/greenways, such as countdown timers at Abbott and Pender.
- Enhance pedestrian safety and comfort at crossings on major streets, including: Hastings and Carrall, Main, Gore, and Jackson; Pender and Main, and Abbott; and Venables and Vernon
- Improve pedestrian safety and comfort along Alexander, Cordova, and Powell.
- Implement public realm upgrades to commercial streets, including Hastings, Main, Water, and Powell (Japantown).
- Improve public access, walkability, and legibility of the 'CPR right-of-way'.
- Interconnect adjacent and future neighbourhoods with the Port through greenways, special places, and civic features.
- Improve wayfinding, particularly along greenways and commercial streets.
- Support street lighting review and replacement, including improving street lighting at Main and Hastings, and Abbott and Pender.
- Support public washrooms in public spaces.
- Support health and safety improvements in public places, such as sharps/needle containers.

Cycling

- Develop new pedestrian and cycling connection on Charles, Alexander, Princess, and Glen. Consider new pedestrian and cyclist overpass connections over the rail tracks at Pender, Keefer, and East Georgia.
- Consider ways in the longer term to create a new pedestrian and cyclist access to CRAB Park at Portside and improve access on the existing bridge.
- Enhance existing pedestrian and cycling on Keefer, Union, Heatley, and Quebec.
- Support bike-share where possible.

Transit

- Improve pedestrian waiting areas with better sidewalks, seating, shelters, lighting, signage, and landscaping.
- Continue to explore future high capacity transit on Hastings Street and potential streetcar routes along Expo Boulevard, Columbia and west on Cordova.

Motor Vehicles & Goods Movement

- Explore traffic calming and other pedestrian priority opportunities on Hastings, Powell, Cordova, and Prior/Venables Streets.
- Explore reducing the number of truck routes in the Downtown Eastside Oppenheimer District.
- Support potential Port and rail improvements, including future road/rail separation where feasible.

Parks and Open Space

Context

Our parks, green and open spaces, public plazas and squares, and natural areas are important to the health of people and communities. As the Downtown Eastside grows and evolves, parks and open space (which were identified by low-income residents as particularly important) will become even more valuable assets. The plan will emphasize the importance of maintaining, renewing, enhancing, and expanding these vital spaces to meet the community's needs.



Emerging Directions

- Enhance existing parks, green and open spaces, public plazas and squares, and natural areas to improve the quality and diversity of spaces.
- Explore expanding neighbourhood green and open space to ensure greater access to nature and parks space
- Explore opportunities to create public open spaces, plazas, and squares as part of new development.
- Support urban ecological systems, wildlife habitat, stormwater management, and opportunities for connections with nature.
- Support the renewal of community centre facilities based on community and city-wide priorities.
- Explore opportunities for gathering and open spaces, and increase accessibility to create a greater sense of community.

QUICK-START ACTIONS

- Renew Blood Alley Square, Trounce Alley, and Maple Tree Square.
- Convert over-paved or under-used areas into mini-parks or plazas where possible.
- Review existing street trees to replace ailing trees, and prioritize the planting of new trees in areas with few or no existing street trees.



Public Benefits

Context

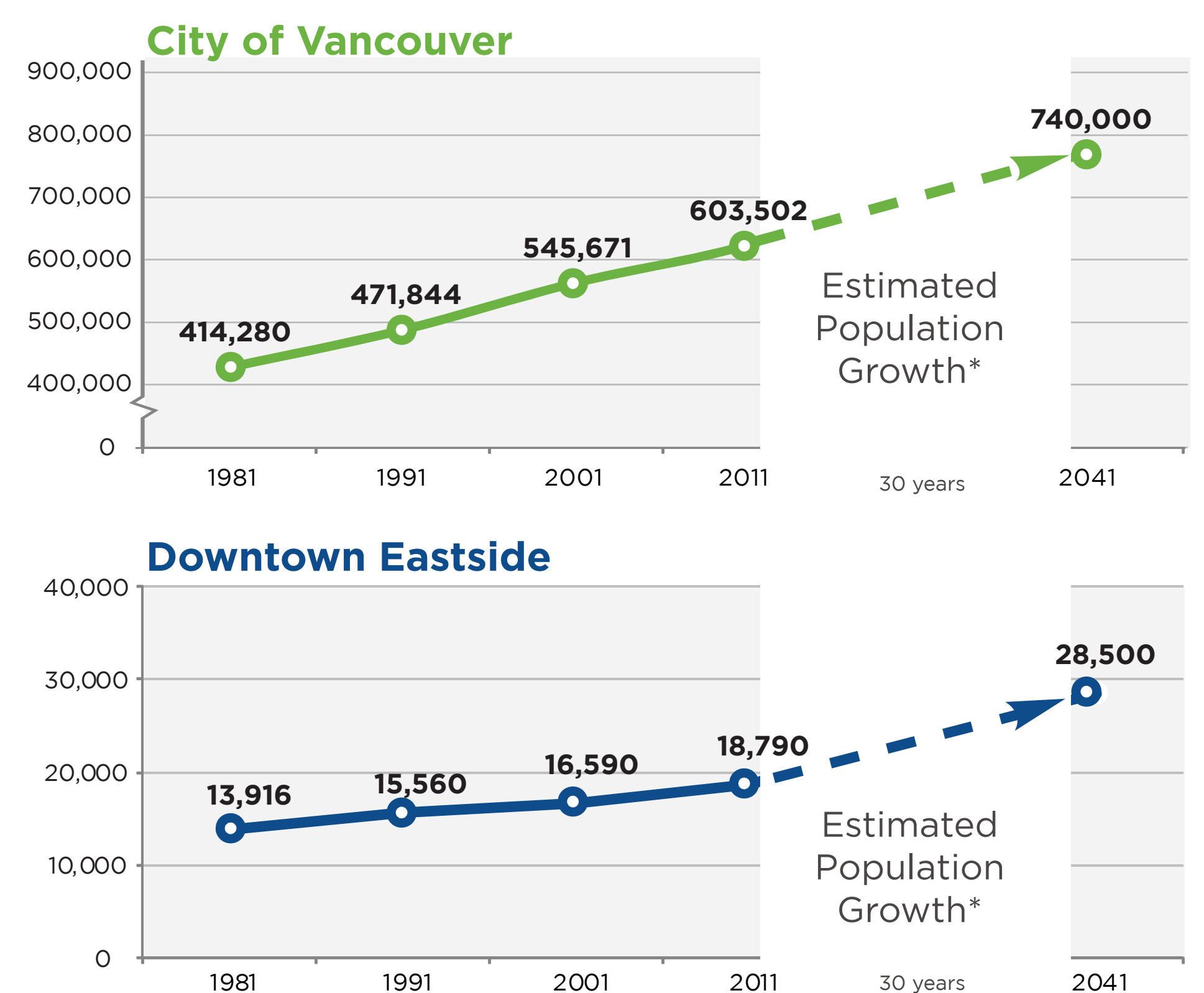
The plan recognizes that the Downtown Eastside is rich with services and amenities, and will focus on renewal and expansion that meets the needs of the local community as it continues to grow and evolve.

Public amenities and services - such as recreational, cultural and social facilities, parks, childcare, affordable housing, transportation facilities and fire halls - are important elements of a vibrant and livable community.

The Public Benefits Strategy will...

- Integrate planning for amenities with land use planning.
- Work in partnership with the community, senior governments and other agencies to ensure appropriate social infrastructure, housing and amenities are in place.
- Prioritize amenities and facilities that support a range of programs and activities to accommodate evolving needs.
- Explore opportunities for partnerships and co-location to achieve maximum public benefits in the delivery of amenities.
- Maintain and renew existing amenities as they age.

Population Growth to 2041



Source: Statistics Canada, Census 1981, 1991, 2001, 2011
*City of Vancouver population estimate

Guiding Principles for Financial Sustainability

When the City makes decisions on how to fund the maintenance of existing City-owned facilities/infrastructure and the development of new facilities, the following financial principles are used:

- Deliver services that are relevant and result in desired public outcomes.
- Keep facilities and infrastructure in good condition.
- Consider long-term implications in all decisions.
- Keep property tax and fees affordable.
- Keep municipal debt at a manageable level.
- Optimize capital investments to meet public and economic needs while achieving value for the investment.

Funding Options

City:

The City typically funds things like parks, community centres, libraries, utility upgrades and street improvements. These are paid for through the coordinated allocation of funds:

- About 75% of funding for public amenities comes from property taxes, utility fees and user fees.
- About 10-15% comes from revenue associated with new development.
- Development Cost Levies (DCLs) are charged on all new development in the City.
- Community Amenity Contributions (CACs) are voluntary contributions provided through rezonings and are typically secured through negotiation with developers.
- About 10-15% are contributions from other levels of government and non-profit partners.
- Density bonus incentives can provide non-market and market rental housing, while respecting neighbourhood character.

Senior Government:

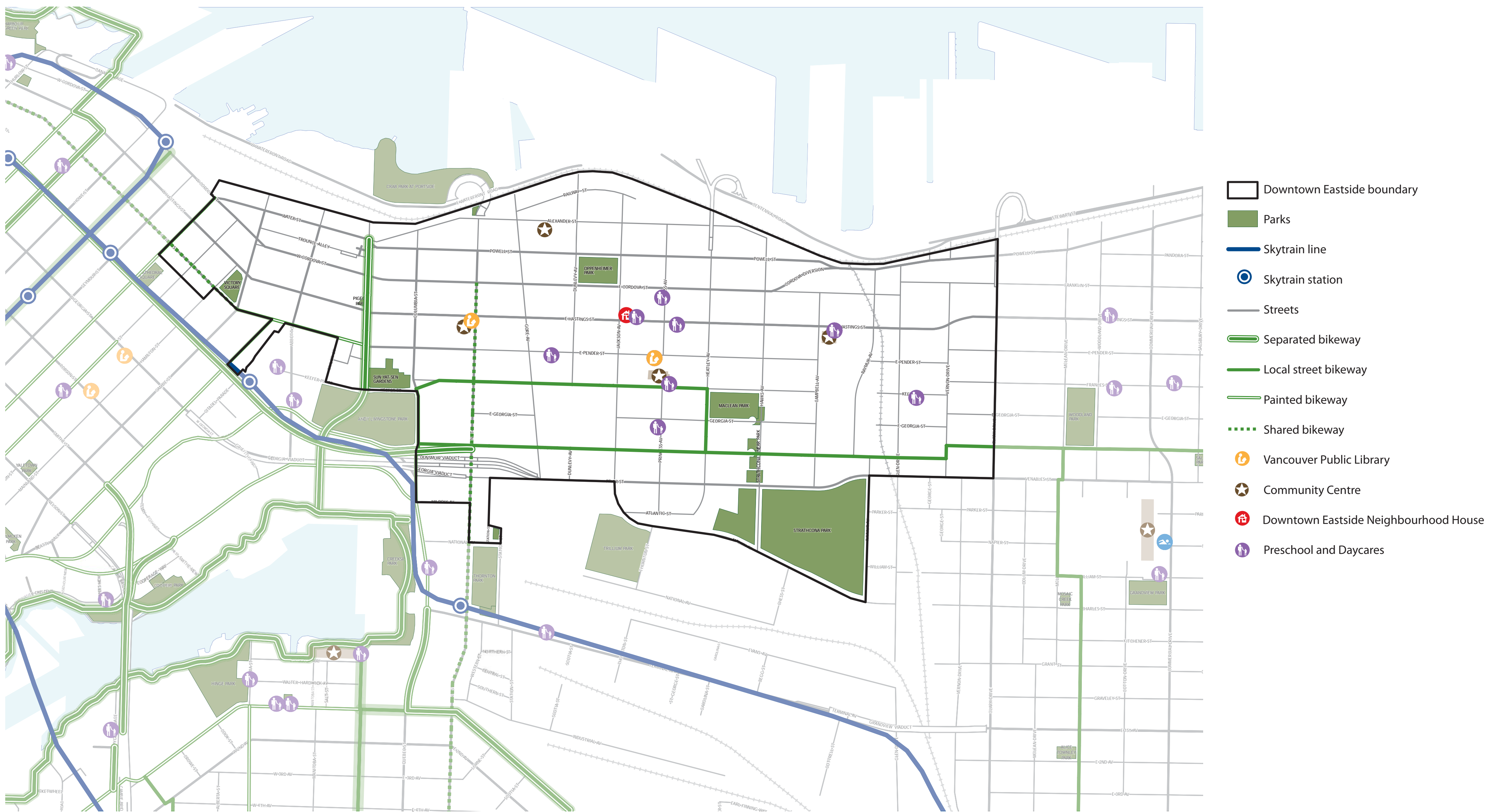
- Region and Province are responsible for delivering schools, health care, transit, and primarily responsible for housing and childcare.

Community Partnerships:

- Community groups often deliver things like community gardens and neighbourhood greenways.

Public Benefits

The Downtown Eastside has many existing public amenities and facilities, such as housing, childcare, community facilities, and public realm improvements. The plan proposes public amenities and services to meet the community's needs as the neighbourhood grows and evolves.



Emerging Directions

The delivery of public benefits is based on community and city-wide priorities, and depends on the availability of limited resources, including Community Amenity Contributions, Development Cost Levies, and capital funding. Following a review of community needs and ongoing community engagement, possible community benefits include:

FACILITIES

- Renew and design recreation facilities to meet anticipated future growth
- Renew and expand major cultural and social facilities, while securing key assets
- Provide additional childcare, and work with the Vancouver School Board to increase out-of-school care spaces
- Renew fire halls based on a city-wide timing schedule, and explore housing opportunities, and relocation choices

HOUSING

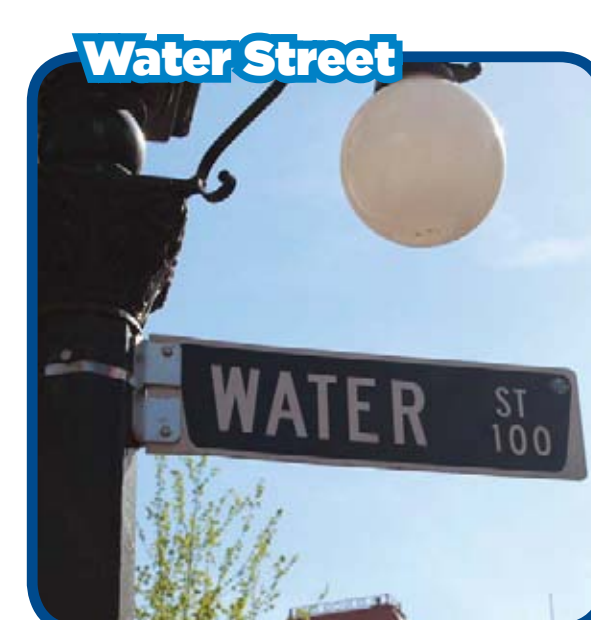
- Provide additional social, supportive, and secured rental housing to meet current needs
- Improve affordability, safety, and livability of SROs
- Support social and co-op housing strategies and subsidies for buildings with expiring operating agreements or maintenance issues

PARKS AND OPEN SPACES

- Create mini-parks & urban plazas, and add new features to existing parks
- Explore opportunities to improve access to CRAB park

INFRASTRUCTURE

- Maintain sidewalks, improve crossings at major streets, and complete pedestrian and cycling networks
- Repave major roads based on city-wide standards and timing schedule
- Improve/create crossing opportunities across railways, and pursue a grade-separated railway crossing through the Eastern Core planning project
- Pursue high capacity transit along Hastings Street
- Upgrade water and sanitation pipes, and expand to accommodate future growth
- Provide additional drinking fountains



As a result of community concern over the effects of development on the low-income community in the DTES, Council asked “that a social impact study be conducted to assess the effect on the existing low-income community of new developments in the historic area and where opportunities for enhanced affordability and livability may be achieved.” (Jan 2010)

What is a Social Impact Assessment? (SIA)

Development can bring benefits (e.g. new housing) and costs (e.g. feelings of exclusion) to a community.

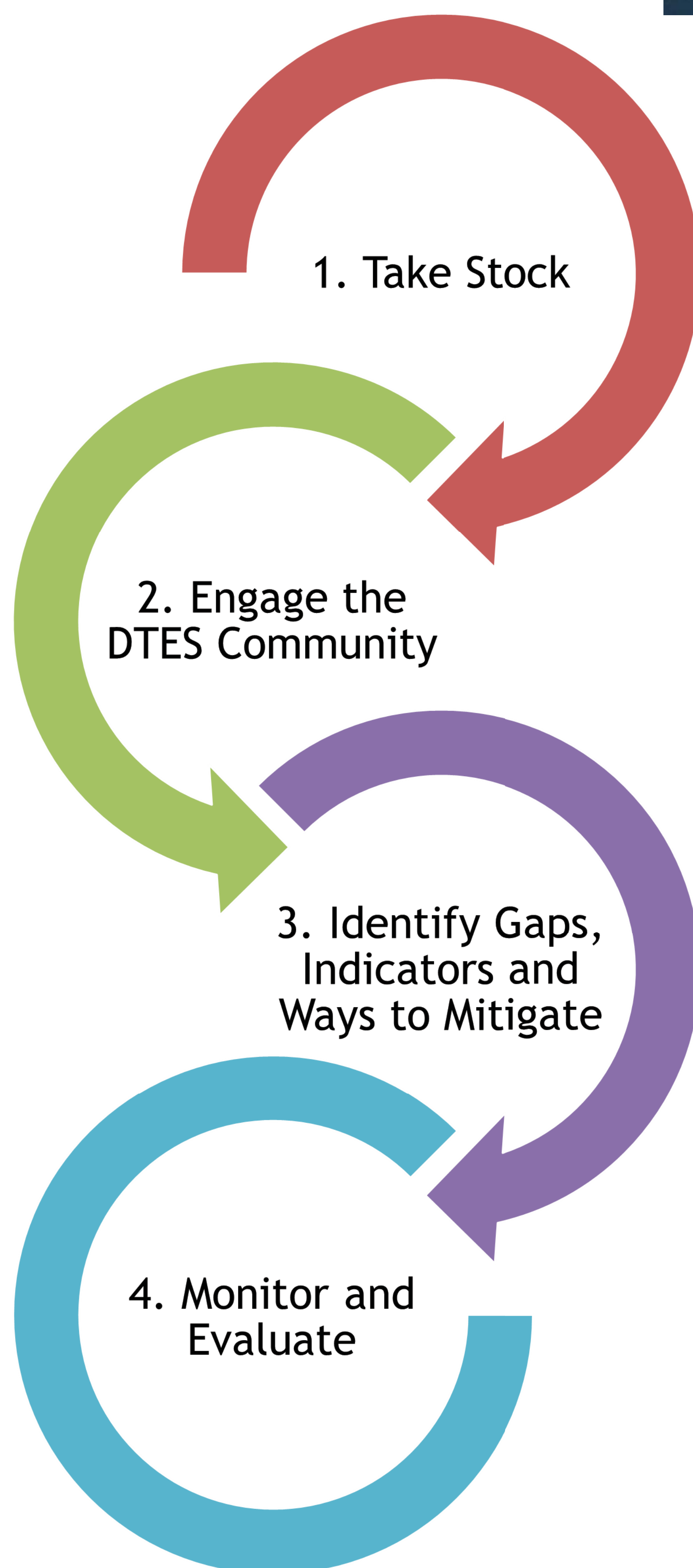
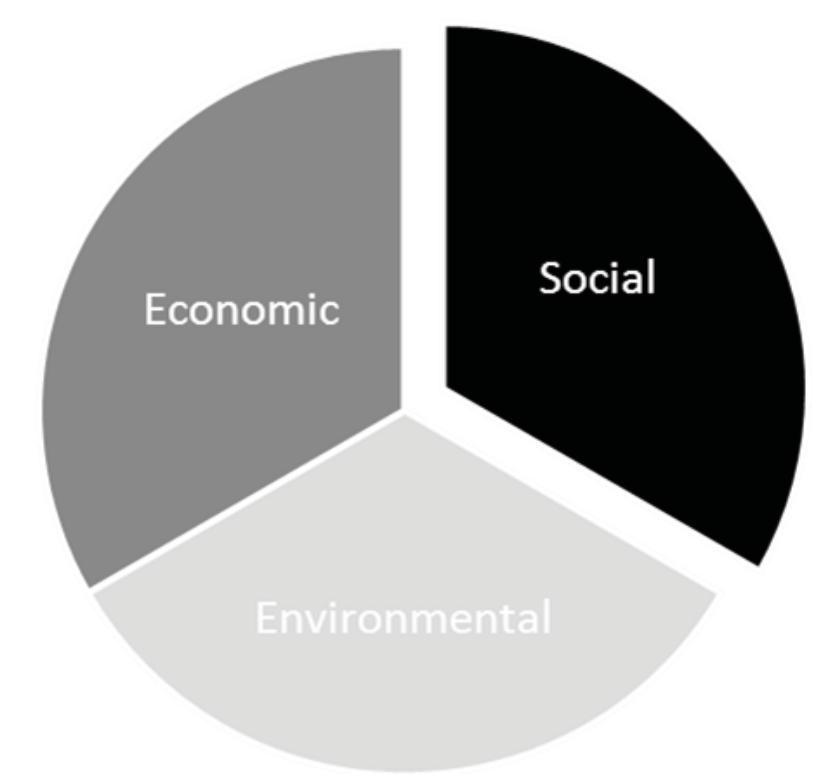
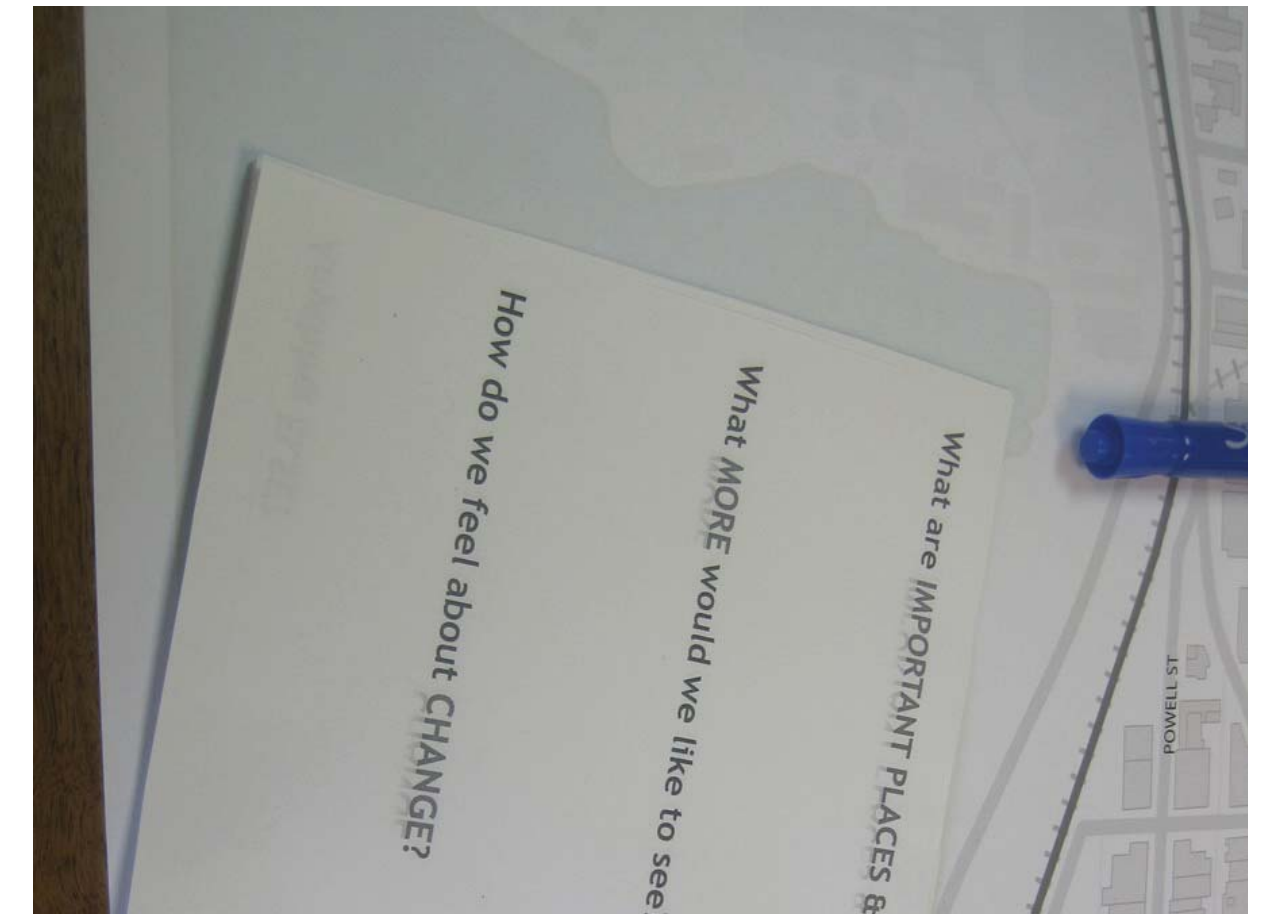
SIA is a tool used to understand, monitor and evaluate social impacts resulting from development.

SIA helps communities, planners, and governments:

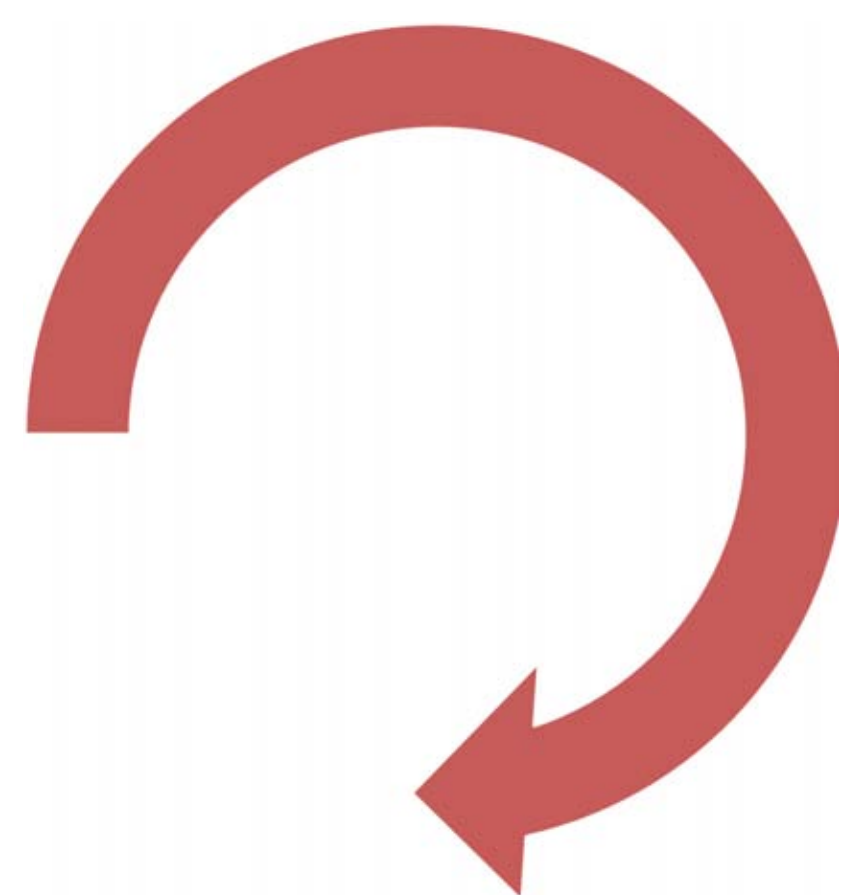
- Maintain places and spaces important to the health and well-being of vulnerable residents
- Focus future planning where gaps exist
- Monitor and measure progress and impacts of development and gentrification

SIA is internationally recognized and used in many cities around the world to improve planning

The DTES SIA consisted of 4 phases:



PHASE ONE: Taking Stock



Method:

- Review of key social indicators (e.g. income, health, housing) from year 2000 to present
- Literature review
- Key informant conversations
- DTES profile
- Census data
- Related planning policies, by-laws, development guidelines

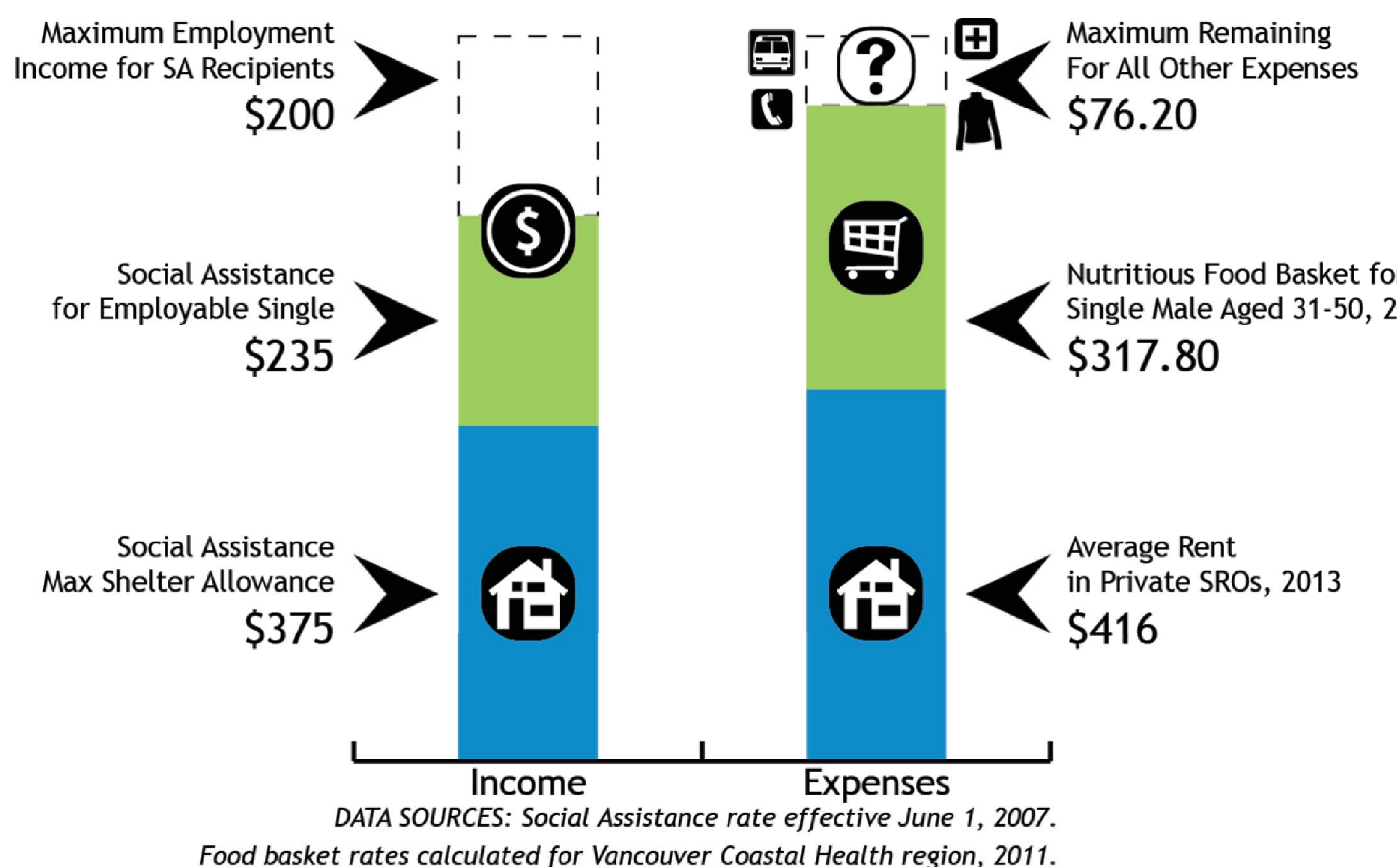
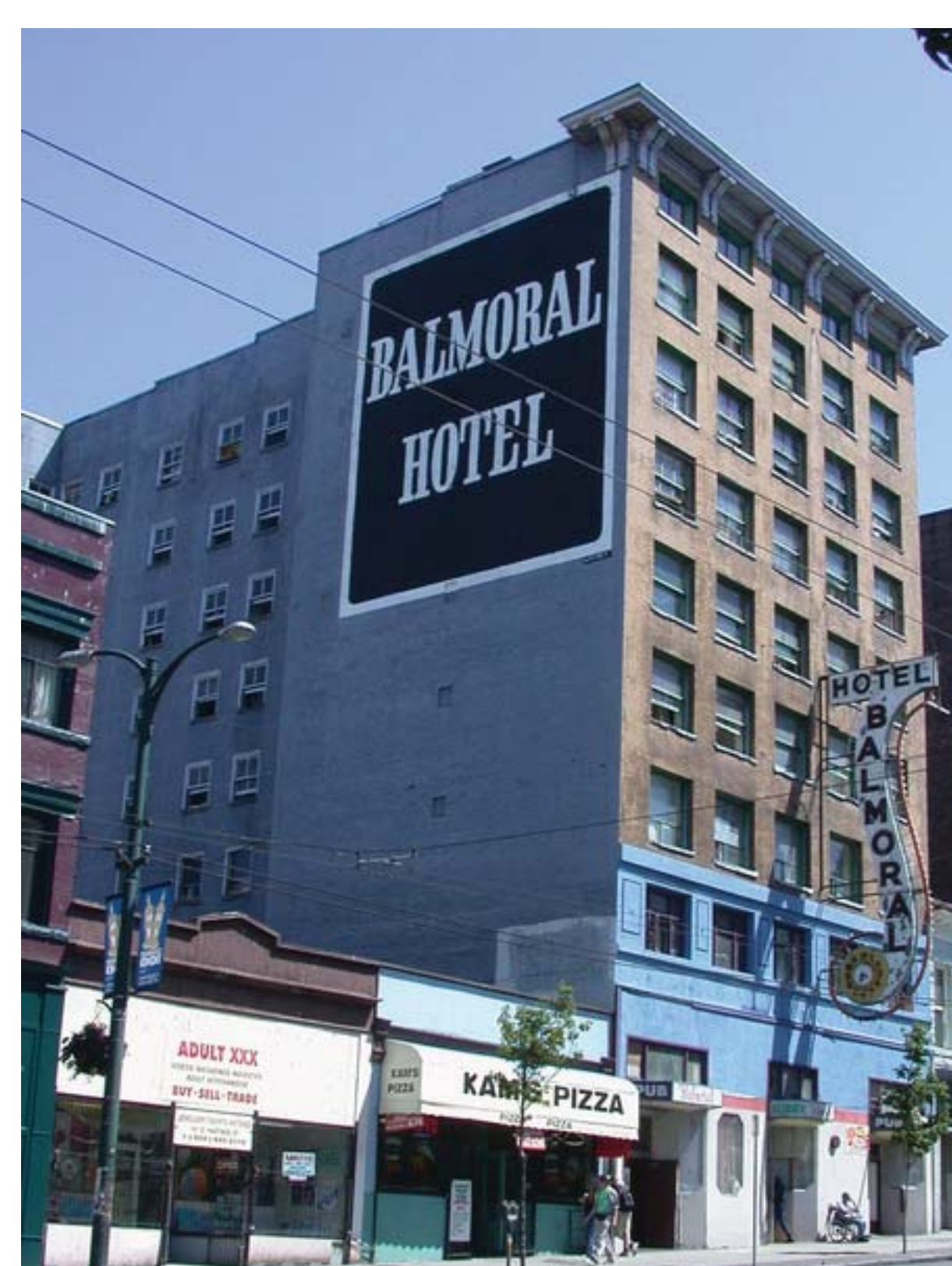
Key Social Indicators:

Housing

- Since 2011, the number of people found homeless in Vancouver has stabilized at approximately 1,600 individuals. The most significant change is the composition of Vancouver’s homeless populations: since 2005, the number of unsheltered individuals has declined by 54% (318) and 72% (554) more are now sheltered.

(Source: preliminary results: City of Vancouver 2013 Vancouver Homeless Count)

- Vacancy rates in East Hastings private market rentals began to reflect low citywide trends in 2008 (ranging between approximately 0.5 and 2%).
- In 2011, the SRO vacancy rate in the DTES decreased to 2% from 3% in 2009 and 14% in 2001.
- The percentage of private SROs renting at shelter component of Income Assistance decreased to 27% in 2011 from 39% in 2009 and 67% in 2007.



Affordability

The social assistance rate has not increased since June 2007. Between 2007 and 2011, the proportion of SRO units renting at the shelter rate decreased from 67% to 27% in the Downtown Eastside.

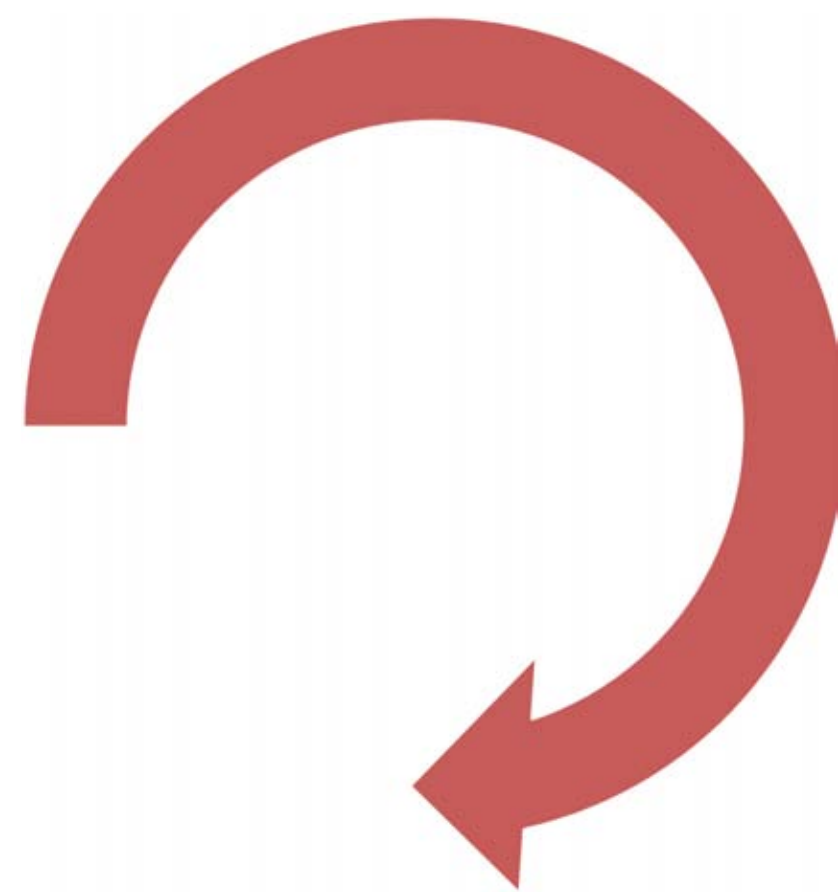
Livelihoods

- Median income increased in Vancouver and in the DTES between 2000 and 2005 by 13%.
- The proportion of low-income households decreased between 2000 and 2005 in the DTES.
- The number of social assistance cases has increased in in the welfare offices serving the DTES. Cases have decreased citywide.

No census data are available beyond 2005.



PHASE ONE: Taking Stock



Health and Well-being

- The Early Development Instrument (EDI) has decreased in Strathcona, indicating a reduction in children who are not school ready. This decrease is greater than the decrease seen citywide.
- Death rates are higher in the DTES than citywide. However, they have been decreasing

Safety

- Crime rates as a whole have slightly decreased in the DTES.
- However, the overall decrease was caused by a 20% decrease in property crimes. Violent crimes and other criminal code (mischief, bail violations, disturbing the peace, arson, prostitution and offensive weapons) crimes have increased.
- Citywide there has been a decrease property and violent crimes, and other criminal code crimes have remained the same.

Development

- Development permits (new construction, change in use, building addition or exterior alteration) have fluctuated since 2000. There has been an increase since 2005.
- Total land value in both the Downtown Eastside and citywide has experienced a similar increase.
- Total improvement value (the estimated value of buildings or improvements to a site) in the Downtown Eastside did not increase as much as it has citywide .

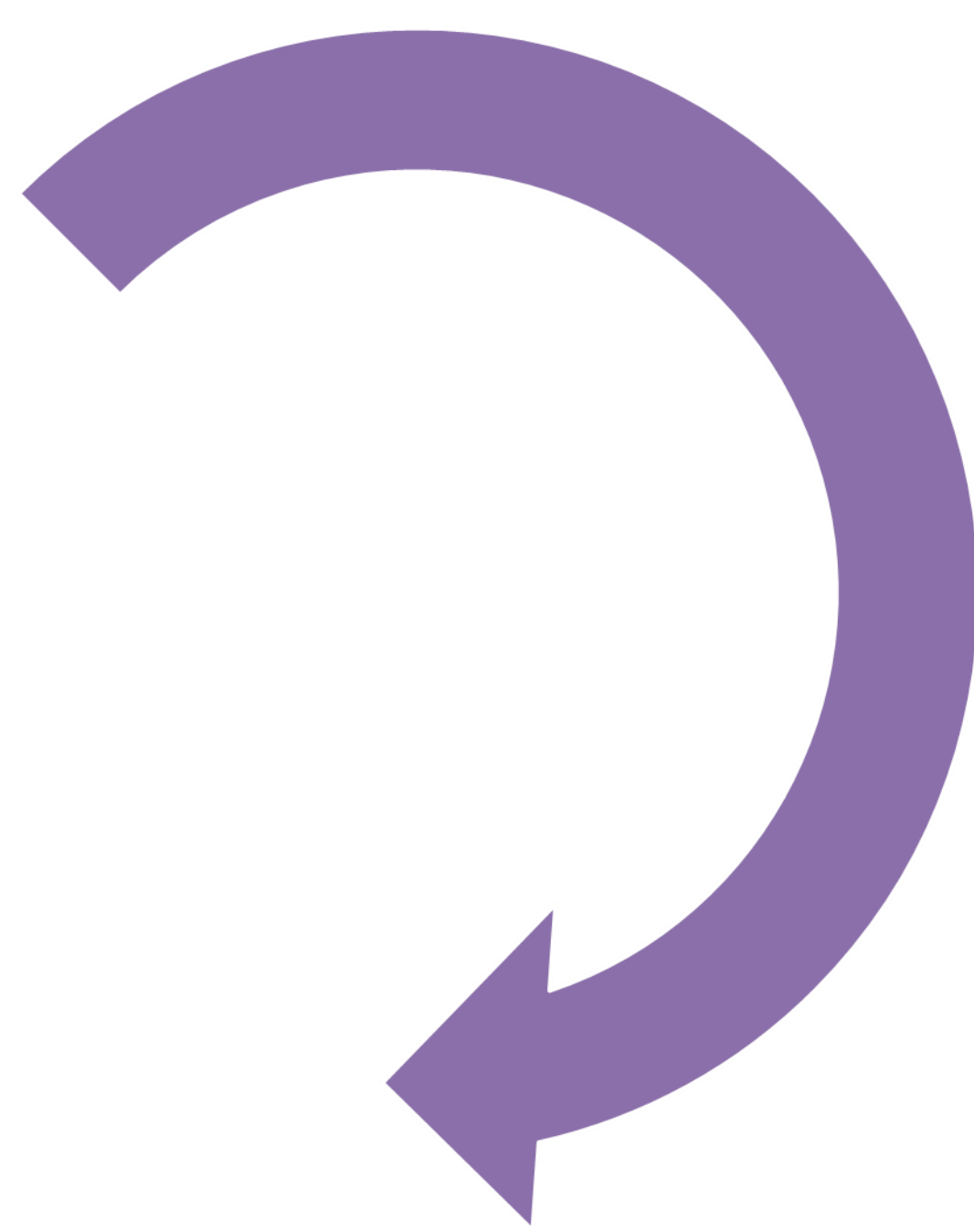


PHASE TWO: Engaging residents

Consultation (summer 2013) with 584 participants (ages 7 to 97) through 38 workshop sessions and 145 individual interviews

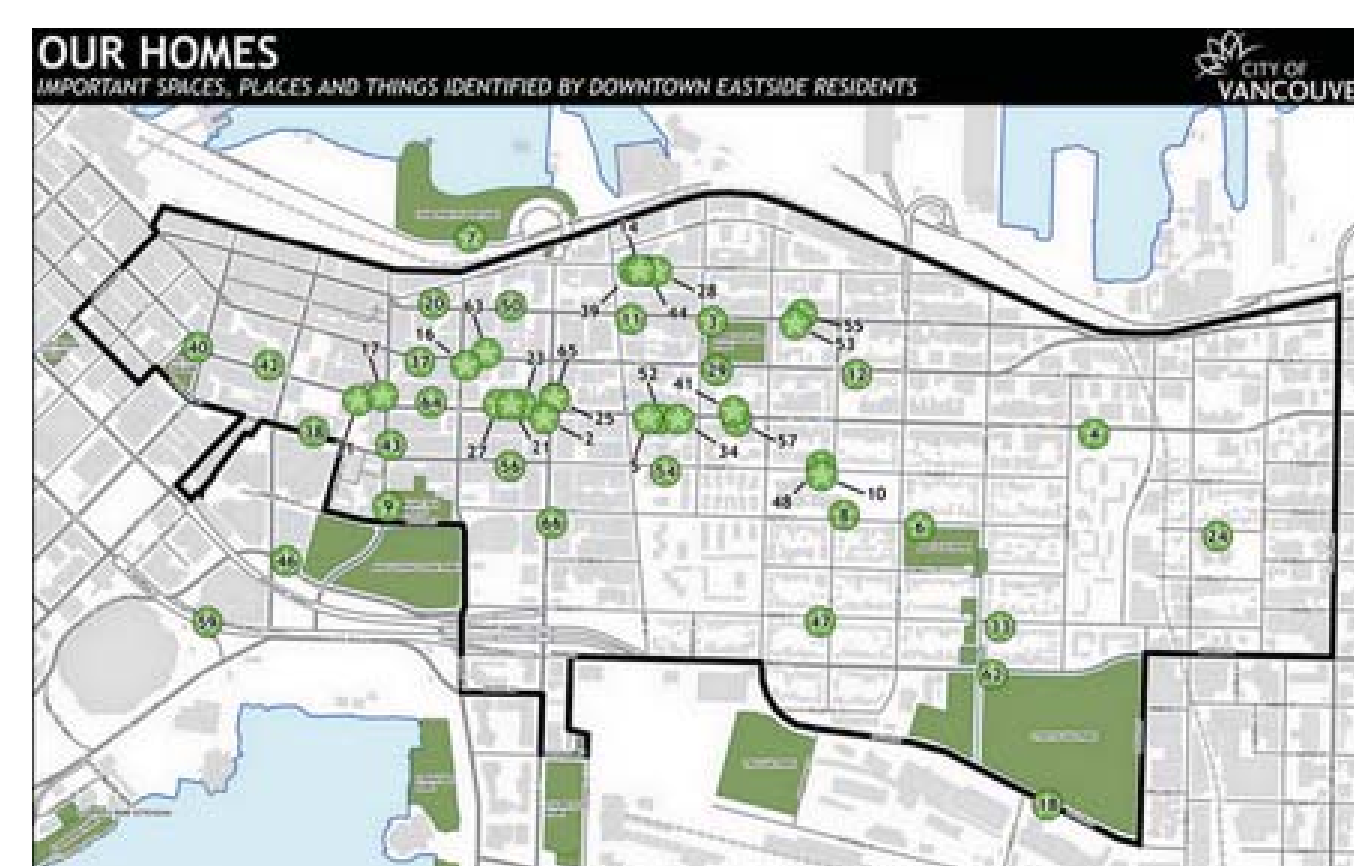


PHASE THREE: Community identified assets gaps, impact areas:



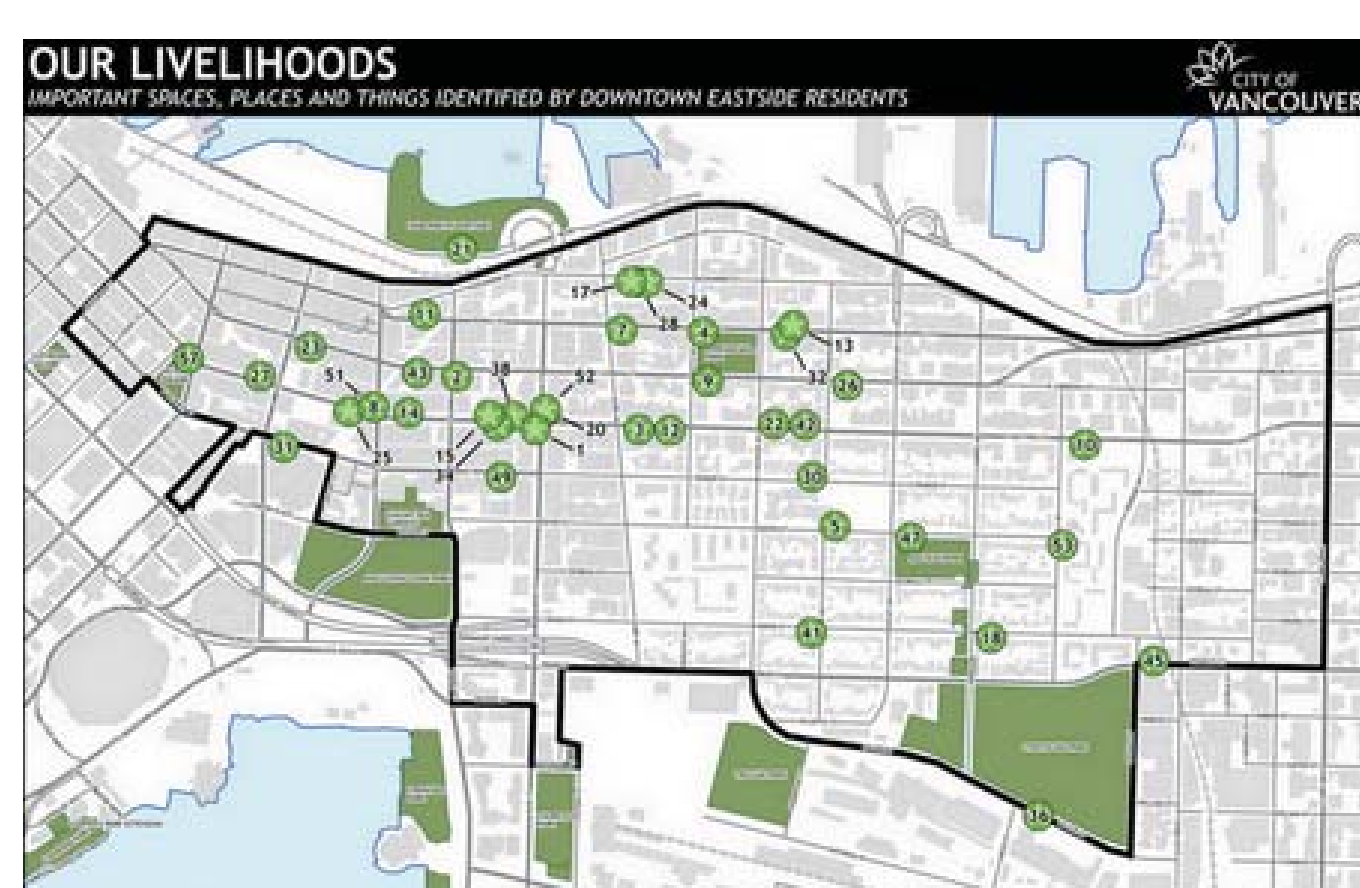
Our Homes:

- Affordable housing for people with low incomes
- Welfare-rate housing units
- Long-term security
- Rental Housing availability and affordability
- Adequacy, suitability, and safety of housing
- Range of housing types



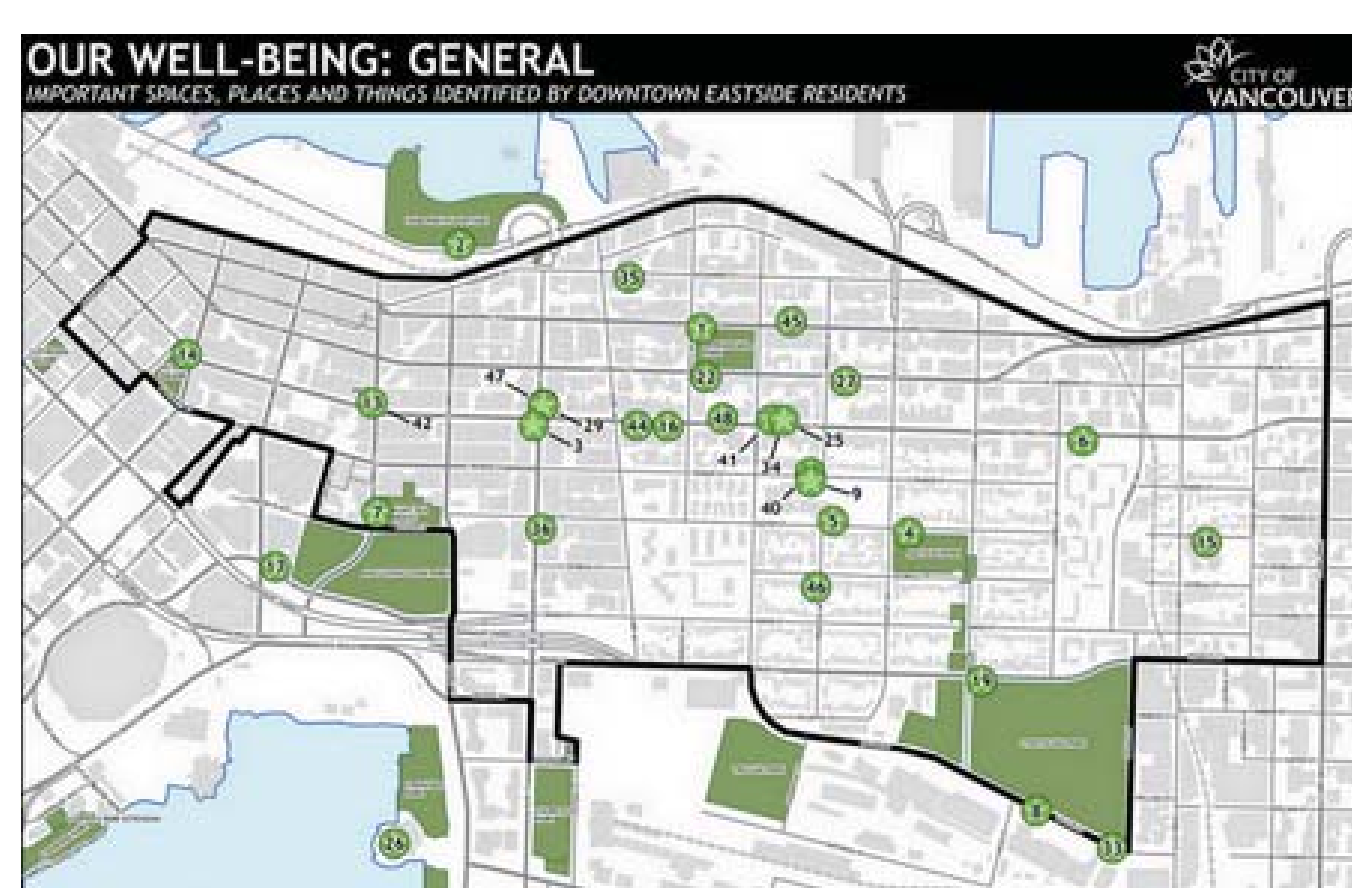
Our Livelihoods:

- Retail affordability and access
- Employment opportunities
- Local hiring options
- Low-income artist space
- Informal economies
- Income security / financial supports



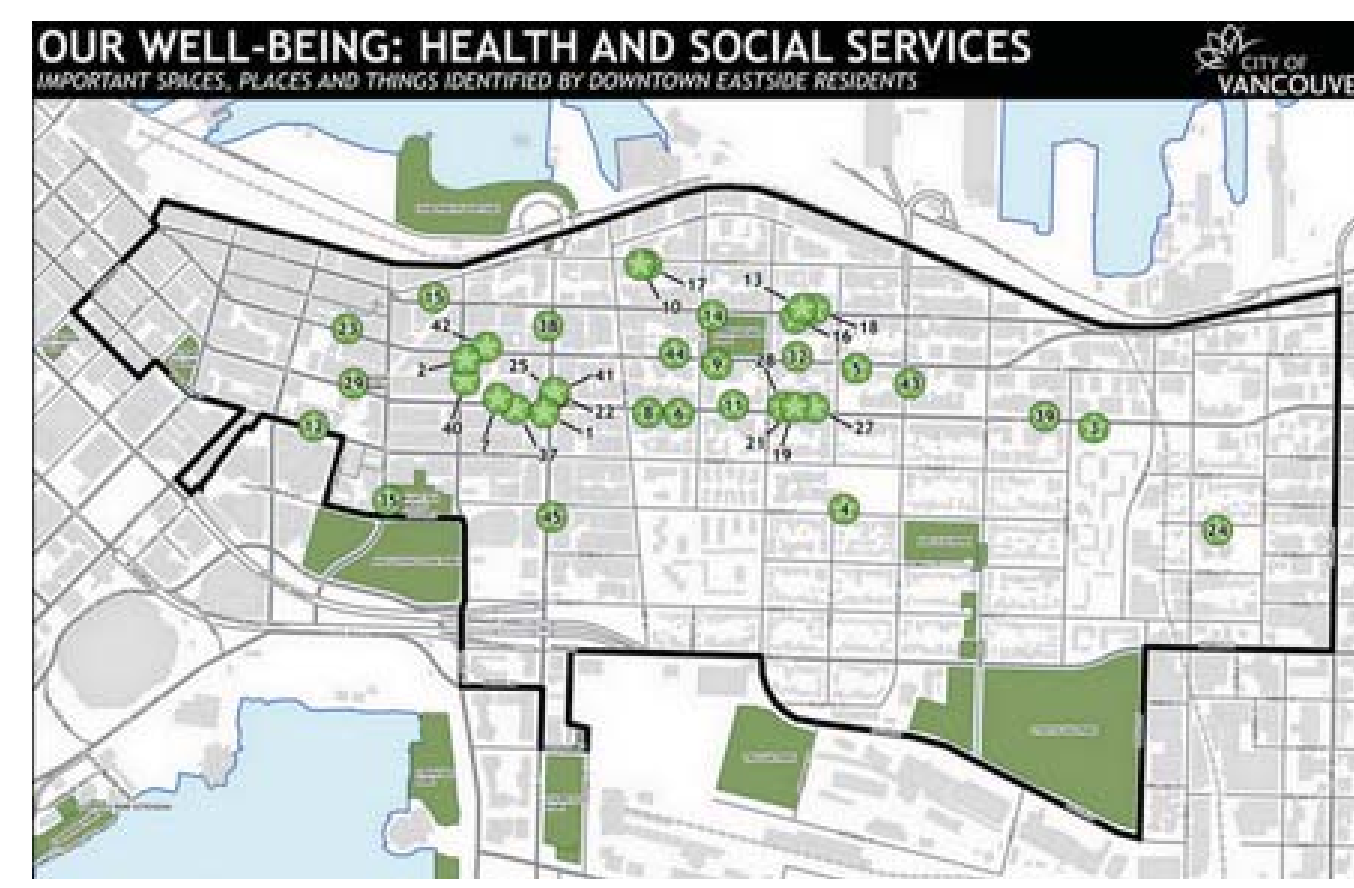
Our Well-Being: General - Education /learning

- Aboriginal culture education and learning
- Recreation and physical activity
- Childhood development, youth and families
- Access to the outdoors / green space



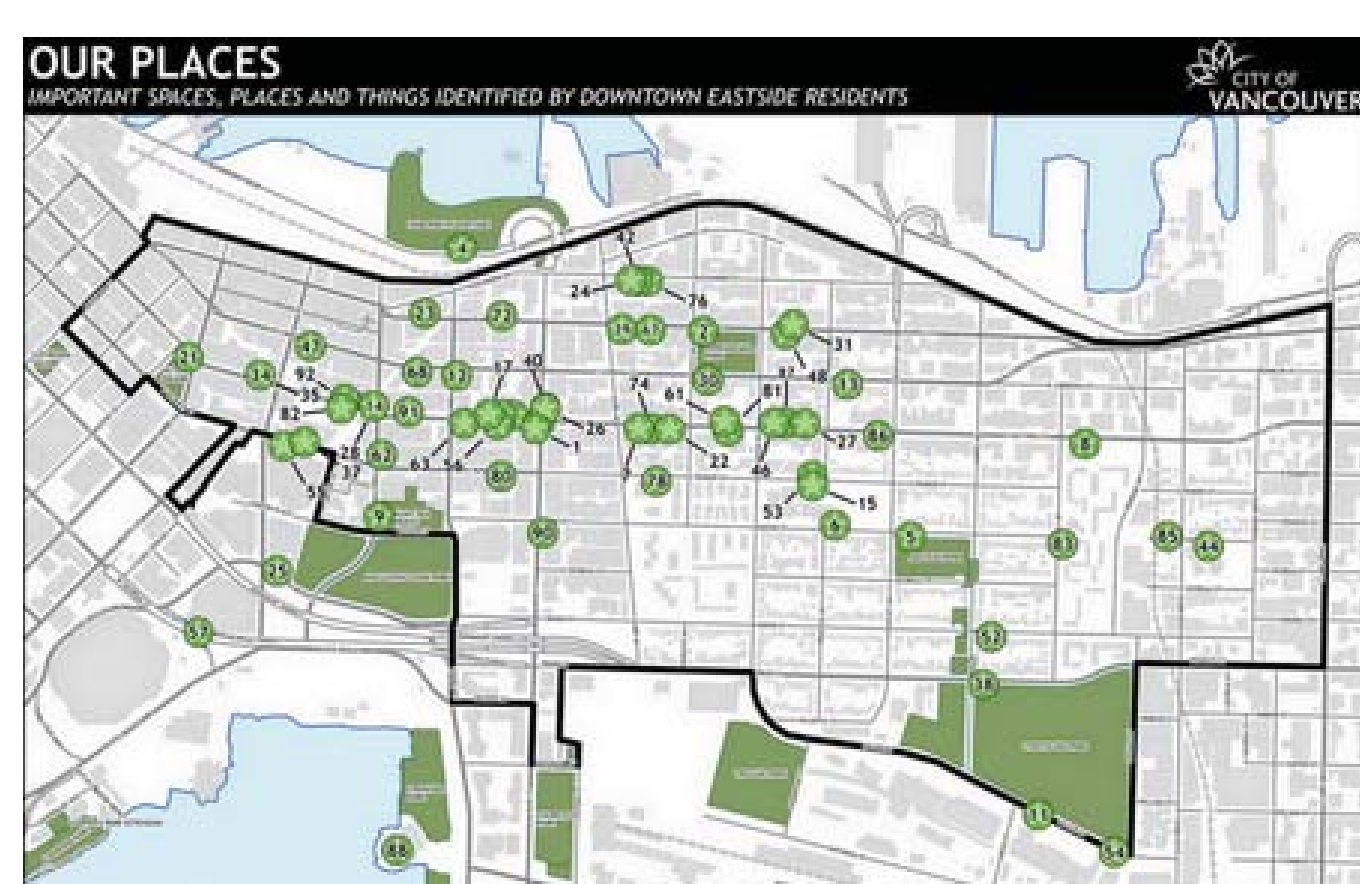
Our Well-Being: Health and Social Services

- Primary Healthcare
- Basic Needs Services/Supports
- Specialized Services/Supports
- Quality of Access to Supports
- Employment Services /Supports



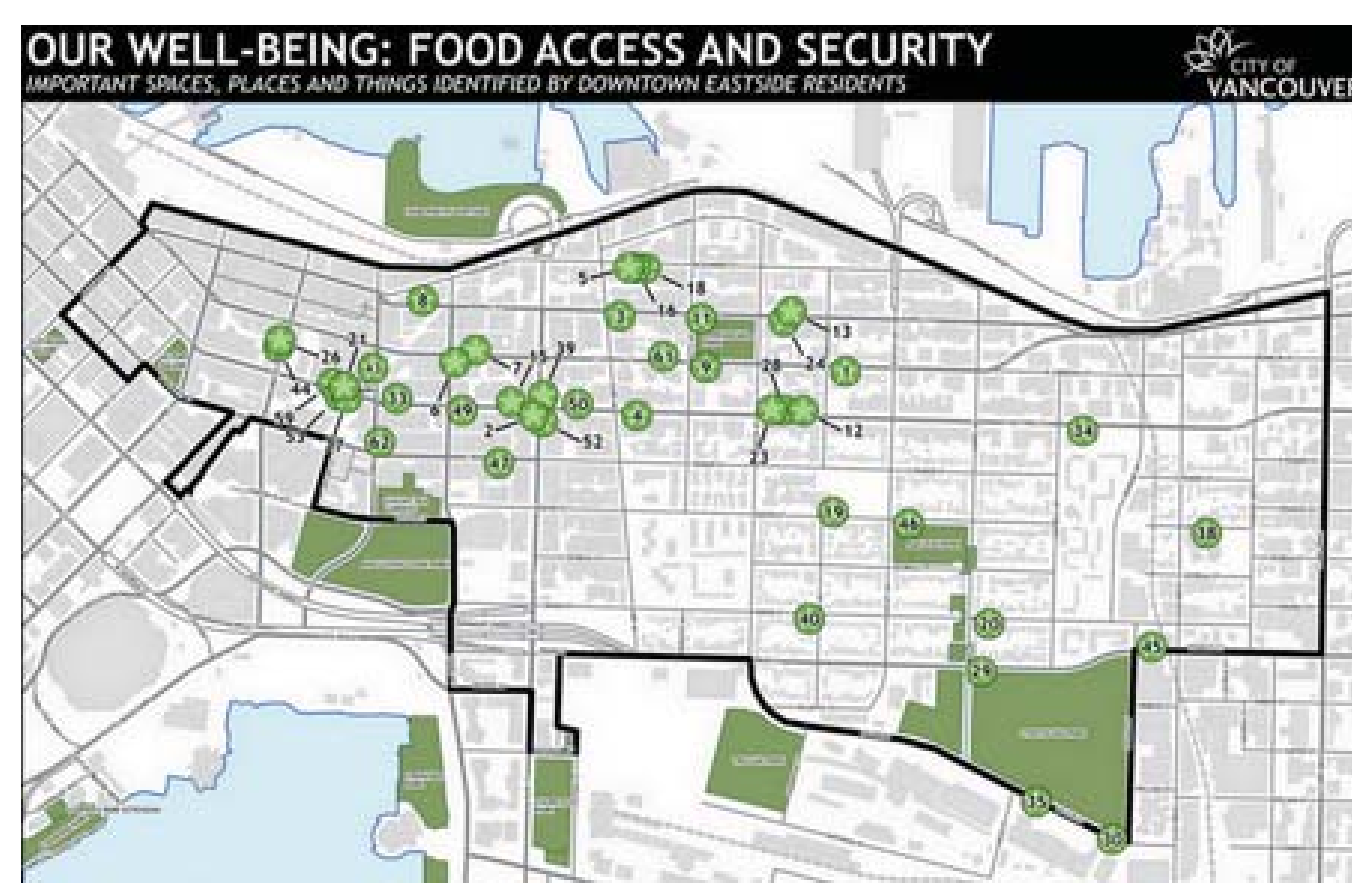
Our Places:

- Community fit/urban design/ scale
- Heritage/ Cultural conservation
- Public space/ interaction
- Beautification / green space
- Street furniture / infrastructure
- Transportation



Our Well-Being: Food Access and Security

- Low-cost food options
- Aboriginal foods
- High cost vs. low cost restaurants
- Food assets
- Nutritious / quality food
- Kitchen facilities



Our Well-Being: Inclusion, Belonging and Safety

- Sense of Community/Social Cohesion
- Discrimination and Exclusion
- Relationships Between Residents and Newcomers
- Safety
- Arts and Culture

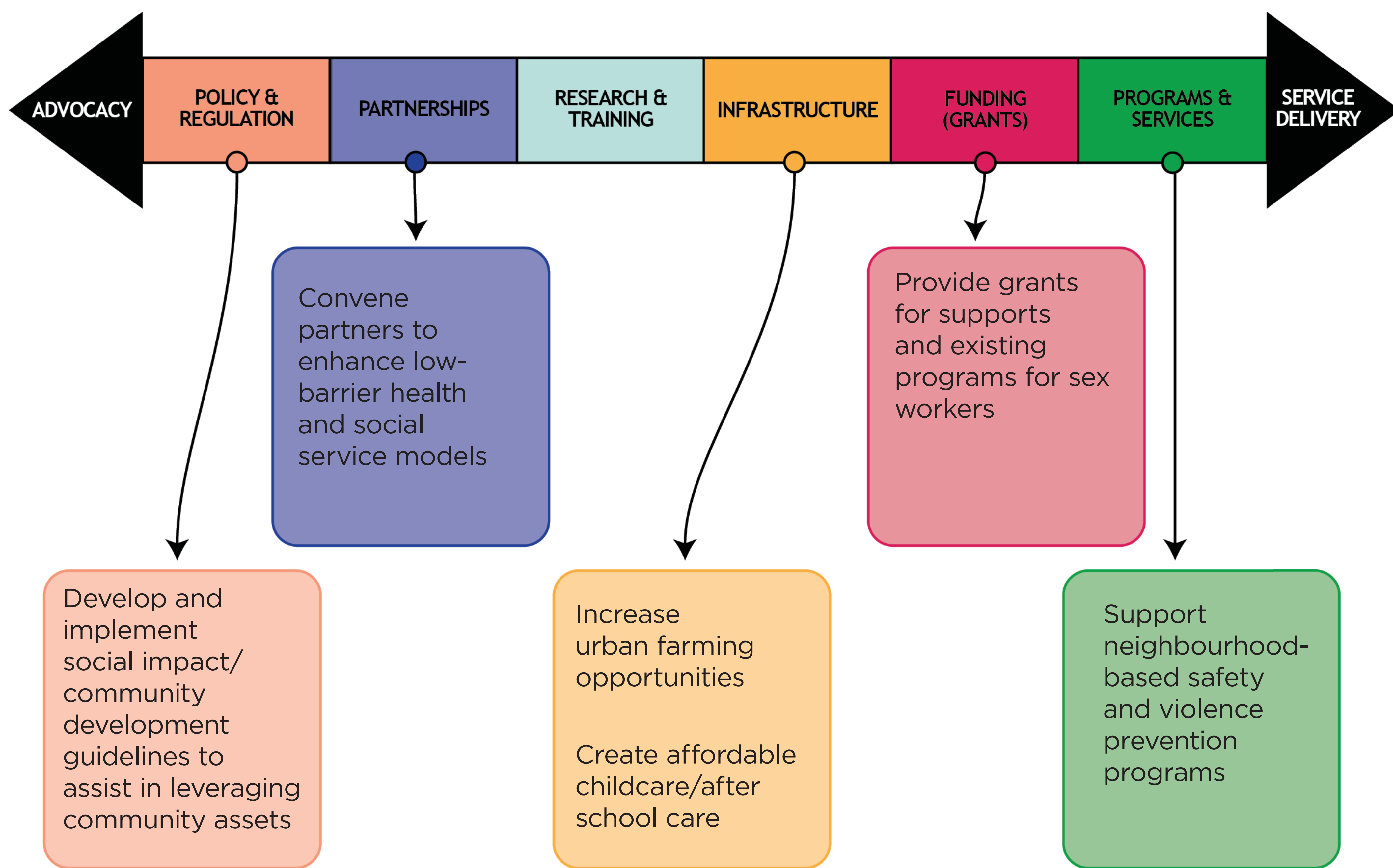




PHASE FOUR: Strategies, Interventions and Monitoring

Key mitigation strategies will be developed so that actions can be added into the DTES Community Plan. Going forward change will be monitored based on a set of indicators to identify positive and negative impacts.

Sample Tools and Strategies



Sources
 CoV Housing, 2013.
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 Census of Population, 2001 and 2006.
 EDI-UBC HELP, 2011/12.
 BC Vital Statistics Agency (VISTA), October 2012.
 VPD, 2012.
 BCAA, 2011.
 Cost of Eating BC, 2011.
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